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# **HOUSING ELEMENT FREMONT GENERAL PLAN**





**FREMONT CITY COUNCIL**

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BILL BALL, VICE MAYOR

YOSHIO FUJIWARA

ANGUS H. MORRISON

BOB REEDER

**PLANNING COMMISSION**

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PHIL LAMMI

CYNTHIA MOZZETTI

JOAN T. MYRICK

**CITY STAFF**

HERBERT EPSTEIN, PLANNING DIRECTOR 1974-85

ROBERT M. CARLSON, ACTING COMMUNITY DEVELOPMENT DIRECTOR

LEONARD BANDA, PROJECT PLANNER

CAROL LAMONT, EDITOR-REVIEWER

JERRY ISESON, REVIEWER

DOT BROWN, WORD PROCESSING

ROBERT S. FEGLEY, GRAPHICS

RESOLUTION NO. 6376RESOLUTION OF THE CITY COUNCIL OF THE CITY  
OF FREMONT AMENDING THE GENERAL PLAN OF  
THE CITY OF FREMONT BY AMENDING THE HOUSING  
ELEMENT IN CONFORMANCE WITH ADOPTED STATE  
GUIDELINES

WHEREAS, there has been presented a proposal, GPA-84-2 to amend the General Plan of the City of Fremont by amending the Housing Element in accordance with Exhibit A attached hereto and made a part hereof; and

WHEREAS, the Planning Commission has held at least one (1) public hearing as required by law on said amendment to the General Plan and has reported its recommendation to the City Council; and

WHEREAS, the City Council, pursuant to law, has held a public hearing on the proposed amendment to the General Plan, as aforesaid, and did consider said amendment;

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Fremont does hereby adopt the said proposal as set forth above.

BE IT FURTHER RESOLVED that the Mayor and the City Clerk of the City of Fremont are hereby authorized and directed to endorse said amendment to the General Plan to show that it has been adopted by this legislative body.

ADOPTED June 25, 1985 by the City Council of the City of Fremont, by the following vote to wit:

AYES: Mayor Mezzetti, Councilmen Ball, Fujiwara, Morrison, and Reeder

NOES: None

ABSTAINED: None

ABSENT: None

LEON J. MEZZETTI

Mayor

ATTEST:

APPROVED AS TO FORM:

SHARON WHITTEN  
Deputy City Clerk

ALLEN E. SPRAGUE  
City Attorney



RESOLUTION NO. 2169

RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF FREMONT RECOMMENDING TO THE CITY COUNCIL OF THE CITY OF FREMONT A PROPOSED AMENDMENT TO THE GENERAL PLAN TO REVISE THE CITY'S HOUSING ELEMENT IN CONFORMANCE WITH ADOPTED STATE GUIDELINES.

WHEREAS, there has been prepared a proposal (GPA-84-2) to amend the General Plan of the City of Fremont by revising the City's Housing Element in accordance with Exhibit "A" attached hereto and made a part hereof, and in conformance with adopted State guidelines; and

WHEREAS, this Planning Commission did, after due and proper notice published, hold a public hearing on March 28, 1985, on said proposed amendment to the General Plan, as required by law;

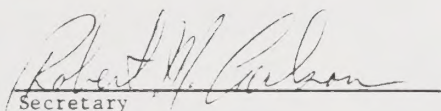
NOW, THEREFORE, BE IT RESOLVED that the Planning Commission of the City of Fremont does hereby approve the proposal as set forth above and in Exhibit "A" as an amendment to the General Plan.

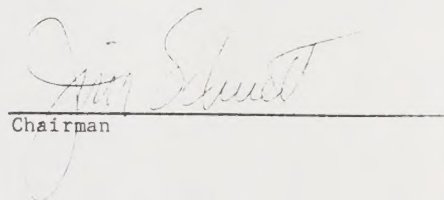
BE IT FURTHER RESOLVED that the Chairman and the Secretary of this Planning Commission are hereby authorized and directed to endorse said amendment to show that it has been approved by this Planning Commission; the Secretary shall thereupon forthwith transmit a copy of this resolution to the City Council of the City of Fremont.

ADOPTED March 28, 1985 by the Planning Commission of the City of Fremont by the following vote, to wit:

AYES: 7 - Chairman Schuett, Commissioners Armor, Campbell,  
DiMercurio, Lammi, Mozzetti and Myrick  
NOES: 0  
ABSTAIN: 0  
ABSENT: 0

ATTEST:

  
Secretary

  
Chairman

APPROVED AS TO FORM:

  
Deputy City Attorney

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## I. BACKGROUND

The Housing Element adopted by the City Council on September 22, 1981, established five goals related to availability, affordability, equal opportunity and stability. Along with those goals the element included objectives and an implementation program. The Goals, Objectives and Action programs from the 1981 Housing Element are included as Appendix A.

The 1985 amendment reviews and revises the goals, objectives and program of the 1981 element and updates data when available and appropriate. Since the previous Housing Element was prepared under the State of California 1977 guidelines and the current amendment was prepared in conformance with the 1983 State guidelines, this amendment differs in form and content.

Organization of Element: The element analyzes housing needs to the year 1990 from the standpoint of demand, supply and constraints on both.

For the demand analysis, the following factors are considered:

- population and employment trends;
- population characteristics;
- household size;
- housing needs, including special housing needs, existing and projected.

The supply analysis discusses:

- existing housing stock inventory;
- housing projects in the pipeline (i.e. near future additions to stock);
- vacant land inventory (longer term additions to housing stock).

Constraint analysis includes potential and actual governmental and nongovernmental constraints on housing, e.g. land use controls, building codes and construction costs and local opposition to higher density.

From the preceding analysis existing goals, policies, quantified objectives and programs are evaluated and modified.

## II. HOUSING DEMAND

Population and Employment Growth. The City's population increased by 22 percent between 1970 and 1980, substantially higher than Alameda County's increase of 2.5 percent and the Bay Area's increase of 8.9 percent. During the same period, the number of households in the City increased by 65.9 percent, compared to 5.5 percent in the county and 10.8 percent for the Bay Area.

The Association of Bay Area Government's publication, PROJECTIONS 83, estimates 19.5 percent increase to 157,700 in Fremont's population between 1980 and 1990. In comparison, Alameda County is projected to have a 10.2 percent population increase, the Bay Region, 10.9 percent.

The number of new households is projected to have a similar increase of 20.5 percent or 9081 new households (Alameda County 10 percent, Bay Region 13.6 percent). Fremont's population and household historic and projected growth are displayed in Table 1.



TABLE 1  
POPULATION, HOUSEHOLDS, & HOUSING UNITS

City of Fremont  
1956-1990

<u>Year (July)</u>	<u>Popu- lation</u>	<u>House holds</u>	<u>Housing units</u>	<u>Pop. Per Household</u>	<u>Vacancy Rate</u>
Historical Estimates					
1956	22,400	5,830	N/A	3.849	N/A
1960	45,950	11,650	12,500	3.944	6.8%
1970	101,830	27,050	27,850	3.765	2.9%
1980	131,540	44,290	45,660	2.970	3.0%
Projections <sup>1</sup>					
1985	141,200	47,430	48,796	2.98	2.8%
1990	156,200	53,210	54,742	2.93	2.8%

While the City increased in population between 1970 and 1980, the growth has not been evenly distributed. The Northern Plain and Central Areas had the greatest numerical and percentage increase (Northern Plain, 10,534 and 497%; Central Area 7,436 and 125%). Irvington's population decreased 7%, Mission San Jose and Warm Springs (combined) had a substantial increase in population, 10,500, resulting in a 52% population increase. Niles and Centerville both had population increases closer to the Bay Region's 8.9% increase (14.4% and 16% respectively). In general, the older communities such as Niles, Irvington and Centerville have maturing households, where children have grown and left home, new households are smaller in size and new construction has been relatively limited. Conversely, the Northern Plain, Warm Springs and Mission San Jose have experienced substantial population growth due primarily to the type (large single family) and affordability of new or recently built housing in that area.

1

Projections are from ABAG's PROJECTIONS - 83. Because of the amount of high quality industrial land available, the consensus of many developers and industrial employers is that Fremont will be developed as a part of the Silicon Valley (Silicon Crescent). The City therefore expects greater employment and population growth than ABAG's projections. The City's position is supported by the State Department of Finance's estimate of the City's household as of January, 1984. That estimate, 141,416, exceeded ABAG's projection for 1985, 141,200. Nevertheless, ABAG's projections are generally used in this report to maintain consistency between housing projections contained in the Projections-83 and the ABAG, Housing Needs report. See pages 18 and following for a discussion on the former report. Other sources are noted when used.

Because of the amount of available land, the Northern Plain, Warm Springs, Mission San Jose and Central areas are expected to continue being the major growth areas. The supply section discusses that future growth, Table 2 shows population growth between 1970-1980 by planning area. Planning areas are shown on Figure 1.



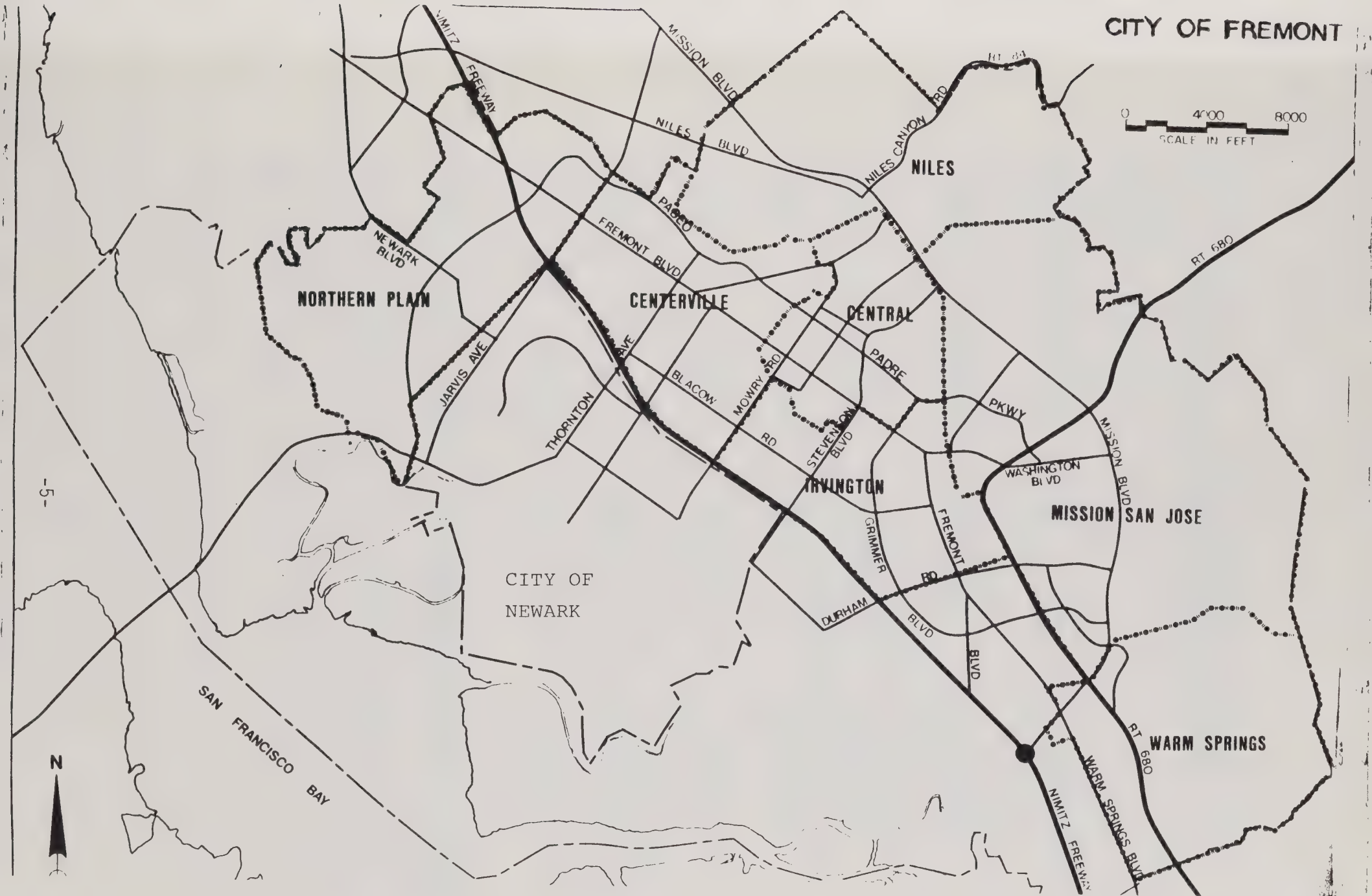


FIGURE 1

TABLE 2

PLANNING AREA  
POPULATION AND DWELLING UNIT GROWTH, 1970-1980

<u>Planning Area</u>	<u>1970</u>	<u>1980</u>	<u>Percent Change</u>
Centerville			
Population	30,007	34,799	16.0
Dwelling Units	8,752	12,187	39.2
Central			
Population	5,946	13,382	125.0
Dwelling Units	1,747	5,780	230.8
Irvington			
Population	37,181	34,566	-7
Dwelling Units	9,182	11,054	20.4
Mission San Jose/Warm Springs <sup>1</sup>			
Population	19,141	29,151	52.3
Dwelling Units	4,953	9,413	90.0
Niles			
Population	6,476	7,409	14.4
Dwelling Units	2,010	2,935	46.0
Northern Plain			
Population	2,118	12,652	+97
Dwelling Units	661	2,795	322.8
Citywide Totals			
Population	100,869	131,945	30.8
Dwelling Units	27,305	45,468	66.5

<sup>1</sup>Census tract boundary lines between the two planning areas were changed for the 1980 census. Manipulation of data to compensate for that adjustment is not possible.

<sup>2</sup>Population decrease is attributed to decreasing household size resulting from older children leaving household, small household size of recent residents and relatively low increase in housing.



Employment growth estimates from the PROJECTIONS - 83 report projects a 46 percent increase in employment between 1980 and 1990 (from 32,517 to 47,500 jobs in Fremont). During the same time period Alameda County employment is projected to increase by about 70,000 jobs, a 13.6 percent increase. Based on those estimates Fremont is expected to capture 1/5 of the net job increase for the county.

Existing Population Characteristics: The 1980 Census provides the only comprehensive description of the City's population and is the source of the information in this section unless otherwise noted.

While the City remains primarily white, hispanic and racial groups have grown significantly. Except for the black population, direct comparison of other races with 1970 data is not possible. In 1970, the black population comprised .4 percent (397) of the City's population. In 1980 the black population increased to 2.56 percent (3,384) of the City total. In 1970, other races (not white or black) amounted to 2,823 persons or 2.8 percent. In 1980, 11.1 percent of the population was neither black or white with 7.3 percent identified as Asian and 3.8 percent other races. Persons of Spanish origin constituted about 13.9 percent of the 1980 population. White, non-Spanish origin persons, comprised 76 percent of the population.

The median age of the City's population in 1980 was 28.2 years compared with 30.7 years for Alameda County and 31.3 years for the Bay Area.

Average household size in Fremont in 1980 was 2.96 compared with 2.53 for Alameda County and 2.57 for the Bay Region. ABAG projects that Fremont household size will decline to about 2.93 persons per household by 1990. Based on the types of new units being built and the aging population, the City expects a slightly smaller household size. Despite its continuous downward trend, the City's average household size is expected to remain larger than the projected County and regional averages (1990: 2.53 for county, 2.51 for the region).

Median income for all Fremont households in 1979 was \$25,342 and for families \$27,436. In comparison, the Alameda County median household income was \$18,700 and median family income was \$22,863 while the Bay Region median household income was \$20,607 and median family income was \$24,732. Fremont's median household income was therefore almost 23% above the regional average and its family income about 11 percent above the regional median family income.

The 1980 census income data indicates that Fremont had the highest median household income (1979) in the nine county Bay Region for cities with population between 50,000 and 150,000 and the second highest median family income (Walnut Creek had the highest).

Statistical data providing a more detailed community profile is included in Appendix B.

Regional Housing Needs: State legislation enacted in 1980 (AB-2853) requires regional agencies, (in Fremont's case, the regional agency is the Association of Bay Area Governments, ABAG), to estimate the regional housing needs (demand) for the year 1990 and to allocate each city and county its share of that regional need.

ABAG's working definition of "regional housing needs" includes that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan. ABAG's determination of the existing and projected regional need for housing, and the local shares of such need, takes into account the following factors:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites and public facilities;
- Commuting patterns;
- Type and tenure of housing;
- Housing needs of farmworkers;
- Avoidance of further impaction of localities with relatively high proportions of lower income households.

Total Local Housing Need: ABAG's regional needs analysis estimated that in 1980, 182 additional dwelling units were needed to better balance supply and demand. About 10,317 units (including 182 units needed in 1980) will be needed by 1990. In its projection ABAG assumed a small percentage of these units would be vacant to provide for mobility and choice. The regional optimum vacancy rate is projected to be 4.5%. For Fremont the vacancy rate is projected to be more than the current rate (2%) but less than the regional 4.5%. The impacts of vacancy rates on housing costs are discussed in Section IV, Housing Costs of this element. The 10,317 housing units yields an annual average of about 1,000 units per year (for ten years). Fremont's Housing Element, adopted in 1981, projected an average of 1,276 building permits for new housing would be needed to provide for projected new households over the period 1980-1985. Since 1980, the annual permits have averaged 815 units per year (1980-1982) for new housing. Given the wide fluctuations in housing construction, it is reasonable to project future building permits on historic long term experience. In Fremont's case, the ten-year period 1973-1982 averaged 1,216 building permits issued per year. Based on this experience, the ABAG overall projection seems achievable.

Housing Needs Distribution: According to the 1980 census, Fremont residents had the highest median household and second highest family income of all middle-size cities (50,000-150,000 population) within the nine county region, with only 27 percent of its household having low or very low incomes.

State law requires avoidance of further impaction of localities with relatively high proportions of lower income households. ABAG's projections therefore attempt to reflect a more equitable distribution of housing opportunities by moving existing city percentages of lower income housing closer to the regional average. That is, existing city percentages lower income households are averaged with the existing county



and regional percentages to determine the percentage to be applied to the projected housing need. For example, Fremont's 1980 very low income households (14%) is averaged with Alameda County (28% very low) and the region (23% very low) to derive a projected percentage of 22% very low income housing needs  $[14+28+23=65; 65/3=22]$ .

Using this method to distribute housing, ABAG's total projected housing need (10,137) is distributed as follows: 2,230 very low income units (22%) 1,521 (15%) low income, 2,219 (21%) moderate income and 4,257 (42%) above moderate income units. For this distribution, very low income is defined as income up to 50 percent of the regional median, low income is 51-80 percent of the regional median, moderate 81-120 percent of median and above moderate income is greater than 120 percent of median. Assuming a target of 1,000 per year and using the above distribution, the production of 425 dwelling units (42%) for the above moderate market and 588 (58%) dwelling units for low and moderate income persons would provide a significant portion of the projected need.

Special Needs: The Housing Needs section above discussed the housing needs of various income groups, especially low and moderate income people. Other groups which may have special housing needs include the disabled and elderly. Needs (beyond the need for affordable housing) of the disabled and the elderly are primarily those of access and alternative housing (e.g. shared housing, special care facilities). Availability of affordable childcare is a major need of single heads of households. Large dwelling units are needed by large families. Those needs are further discussed in the Constraints and Policy Sections. The purpose of this section is to establish the magnitude of the need (demand) for actions to meet the requirements for this "special needs" segment of the population.

Large Families: In 1980, approximately 5.6 percent of all households in Fremont consisted of six or more members and nine percent were five member households. Given the overall composition of Fremont, most of these large holds can be assumed to be large families (rather than students sharing a house for example). However, the available Census information does not specify how many of those households live in substandard housing, or how many of these large households are low and moderate income families. One method to establish a goal for providing housing for large families is to apply the existing Citywide percentage of large households (14.6 percent) against the projected need by income category. Using this approach, the production of about 575 units suitable for large families of very low and low incomes would be desirable (about 1,500 total would be needed for all income levels of large families).

Disabled: Estimates as to the number of disabled persons with disabilities which require access modifications to housing or with limited choices of housing due to their disability is unknown. However, two items from the 1980 Census suggests there may be numbers of disabled that may need accessible and affordable housing. The 1980 U.S. Census reports about 6,000 noninstitutionalized persons 16 to 64 as having work disabilities, 995 persons with public transportation disabilities and 1,231 persons over 65 with such disabilities. The number of affected households is unknown.

It should be noted that the State of California's Schools for the Deaf and the Blind are located in Fremont.

Senior Citizens: In 1980 persons 62 or older consisted of 6.4 percent of the City's total population. While Fremont's population is younger than the region, it is expected that the proportion of persons 62 and over will increase and become closer to the regional average. A preliminary projection by the City's economic consultant estimates 11% of the 1990 population will be over age 60. The increase in this population will likely lead to an increase in demand for "senior" housing, alternative living arrangements and because many senior citizens are on fixed retirement income, stable housing costs.

Households with Female Single Parent and Children: The 1980 census indicates that 3,138 single parent households (or 7.1 percent of the total households) existed in 1980. Of those, 2,735 households were headed by women. The Census data does not identify households headed by single individuals with dependents who have housing problems, such as overcrowding, substandard units or excessive housing costs. However, one indicator of the needs experienced by this segment of the population is its poverty status. For although women households with dependent children represent only 10 percent (2,137) of the total households with children (20,008), those female-headed households represent 44 percent of all those family households with children below the poverty level (535 out of 1,208).

Other Special Housing Needs - The Homeless: The following paragraphs are excerpted from the 1982-1985 Housing Assistance Plan prepared for the Department of Housing and Urban Development:

" . . . The homeless population is comprised of different kinds of people facing differing living circumstances and includes transients, persons recently released from institutions, persons who have been evicted or are trapped in the County with few resources, refugees, battered women, and others. Many of the homeless are on the fringe of the labor market and are highly impacted by variations in the economy. Many organizations, public and private, religious and voluntary provide services and refuge to homeless individuals within Alameda County . . .

" . . . The combined efforts of the foundations, cities and the county and the hard work of the various shelter providers has made it possible in 1981 and 1982 to increase bed capacity from 6,361 in 1980 to a present bed-day capacity per month of 8,400. At this level, shelters are able to serve over 950 single adults and families each month.

" . . . The principal issue of the homeless problem is the need for affordable low-income housing. As the Federal government reduces its support for low-income housing development, the unmet needs will only continue to increase within our community. Therefore, while the county, cities, foundations and shelters continue to work cooperatively together to meet short-term shelter needs, every effort must be made to focus on the problem of affordable low-income housing within our community.



"The Community Relations Division of the Fremont Police Department provides assistance on an emergency basis. In 1981 they serviced 19 requests for housing. In 1982, that figure had doubled to 38.

"Since February 1, 1982, Second Chance, Inc., has operated the Tri-City Emergency Shelter in Newark, which provides temporary housing for victims of personal crises who find themselves without a place to stay. It is open to persons of either sex and to families (maximum capacity 6-9 persons). Mark McConville, Shelter Coordinator, states that during eleven months of operation in 1982, the Shelter served 102 persons who gave their last residence as Fremont.

"Shelter Against Violent Environments (SAVE), a shelter in Fremont for battered women, reports that the number of calls from women who were not 'battered' but requesting shelter, rose from an average of 15 per month in 1981 to 44 per month in 1982. The rate is increasing steadily in 1983.

"Since battered women are a special class of homeless persons, it is of interest that SAVE has received shelter requests on its 'hot line' from an average of 131 persons (battered women and their children) per month in 1981 and 139 per month in 1982. From September 1982 through February 1983 the rate has been closer to 150 per month."

A report titled Target 1990 published by United Way in March of 1985 states that 1,000 persons per month are turned away from Southern Alameda County shelters.

### III. HOUSING SUPPLY 1980-1990

The stock of housing in 1985 and 1990 will consist of existing housing less any demolished, converted to other use, or otherwise removed from the existing supply plus housing built from the pool of projects previously approved (or nearing approval) and new projects proposed on vacant or under-utilized lands. New housing created by extensive use of the redevelopment process is not expected to result in large increases in housing units. Mobile home park development is likewise not expected to be a significant supplier of housing. In the case of redevelopment, areas of extensive "blight" appropriate for redevelopment are few. In the case of mobile home parks, development costs are high and the supply of land available for mobilehome park use is almost nonexistent. The following paragraphs analyze the supply of existing housing and potential near-future supply.

Housing 1980: In 1980, there were 45,471 year-round housing units in the City. Of these about 74 percent were single family (detached 20,454 and attached 3,145) 22 percent multifamily units in structures with five or more units, about three percent in duplex, triplex or fourplex structures and one percent mobile homes. Of the total units, about 97 percent were occupied and about three percent (2.96 percent) vacant. In terms of tenure, about 66 percent of the occupied units were owner occupied, and 34 percent were renter occupied. About 78 percent of the total stock had been built since 1960. Only 4.2 percent had been built prior to 1949. Appendix B provides details on housing characteristics.

Housing 1980-1983 - Before discussing new housing, it should be kept in mind that information related to housing built since the 1980 Census is harder to obtain and analyze because of the "in process" nature of the data.

Approximately 3,845 building permits were issued during the period 1980-1983. Of those almost 43 percent were for multifamily units, and 57 percent for single family units (including townhouses). Because of the lag time between the issuance of a building permit and building completion, data on utility releases gives a more accurate estimate of units available for occupancy to December 1983. City records indicate 3,372 units were released for occupancy May 1, 1980 and December 31, 1983. About 2/3 of the released units were single family (including townhouses), about 1/3 condominiums or multifamily and about one percent were duplex, triplex or fourplex units.

Housing Projects in Progress: This group includes projects under construction, projects approved by the Planning Commission and/or City Council and projects at a preliminary stage of review. Since some of the older projects have building permits or utility releases and are included in the preceding paragraphs, the reader should not add the number of building permits, utility releases and units discussed in this paragraph and conclude that the sum represents the near future supply of housing. That sum will be overstated. Another caveat - some of the projects in the pipeline may not be built or may be modified at some later stage. Nevertheless, it is reasonable to assume this category will provide much of the housing stock in the next five years. Table 3 indicates that there are 13,580 dwelling units in the "pipeline." The largest percentage of this group consists of multifamily or condominiums (36 percent). It should also be noted that many of the 3,800 Ardenwood Forest New Town units are expected to be in the non-single family detached category. If most of the New Town project is developed as multifamily, more than half of the units in the "pipeline" would be in the multifamily category. Single family (32 percent) and townhouses (five percent) comprise the remainder of the group (other than Ardenwood Forest-New Town). Table 3 lists the type of housing units in the pipeline by planning area as of February 1984.

Vacant Land Inventory: Beside the projects which are proposed or approved, there is land which is planned for residential use and is expected to be available for residential development in the near future. Table 4 and Figure 2 summarize the dwelling unit potential inventory of that land. Land that has not been included in this inventory is as follows:

- . open space lands on or above the Hill Face
- . residential land beyond the Hill Face most notably the Vargas Plateau.

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<sup>†</sup> Those dwellings released for occupancy prior to May 1, 1980 were assumed to be included in the 1980 Census as vacant or occupied.



TABLE 3  
HOUSING IN PROCESS  
BASED ON RESIDENTIAL DENSITY MAP, FEBRUARY 1984

<u>PLANNING AREA</u>	<u>TYPE OF DWELLING UNITS</u>				<u>TOTAL BY AREA</u>
	<u>S.F.</u>	<u>T.H.</u>	<u>MULTI/CONDO</u>	<u>OTHER</u>	
Northern Plain					
Number	2,056	0	278	3,800 <sup>1</sup>	6,134
Percent	33%		4%	62%	100%
Centerville					
Number	463	86	1,599	0	2,148
Percent	22%	4%	74%		100%
Niles					
Number	183	0	30	0	213
Percent	86%		14%		100%
Central					
Number	270	54	2,027	0	2,351
Percent	12%	2%	86%		100%
Irvington					
Number	18	83	458	0	559%
Percent	3%	15%	82%		100%
Mission					
Number	1,143	468	20	0	1,631
Percent	70%	29%	1%		100%
Warm Springs					
Number	227	0	587	0	814
Percent	23%		72%		100
Total by Type					
Number	4,360	691	4,999	3,800	13,580
Percent	32%	5%	36%	27%	100

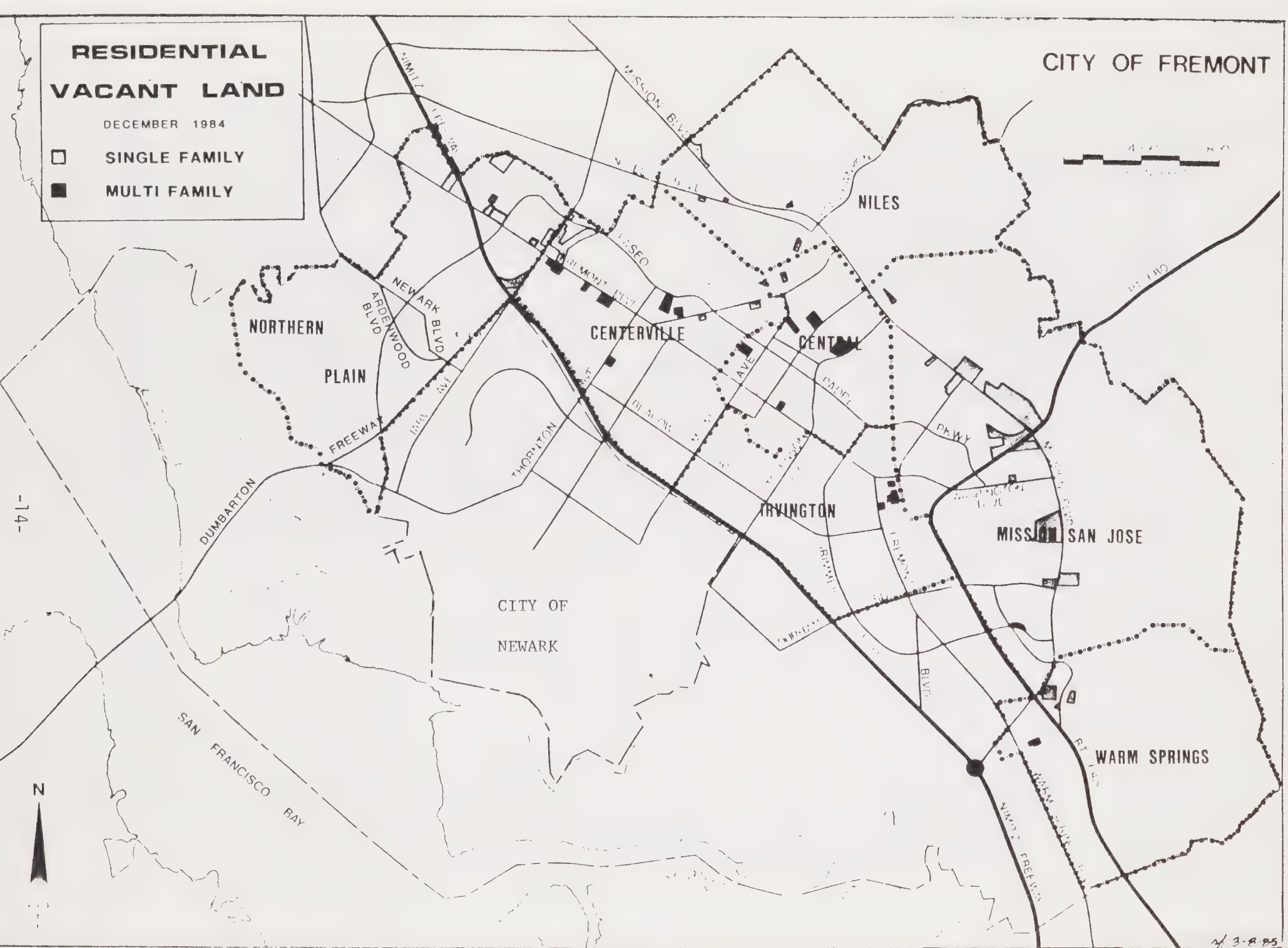
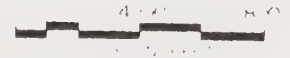
<sup>1</sup> Brookmat Ardenwood Forest New Town is to have a mixture of housing types with a plurality of housing expected to be townhouses, condominiums and multifamily housing.

# RESIDENTIAL VACANT LAND

DECEMBER 1984

- SINGLE FAMILY
- MULTI FAMILY

CITY OF FREMONT



4-3-8-85



TABLE 4  
SUMMARY RESIDENTIAL LAND SURVEY, FEBRUARY 1984  
DEVELOPMENT AT MID-RANGE (STEP 2) AT THE GENERAL PLAN

Near Term Inventory<sup>1</sup>

DENSITY, DWELLING UNITS PER ACRE

<u>General Plan Area</u>	<u>Less Than 3</u>	<u>3-7</u>	<u>6.5-15</u>	<u>15-23</u>	<u>23-35</u>	<u>35+</u>	<u>Total</u>
Northern Plain							
Unconstrained	-	144	245	-	-	-	389
Agricultural Preserve Contract <sup>2</sup>	-	71	-	-	-	-	71
Centerville							
Unconstrained	-	269	-	262	15	-	546
Agricultural Preserve Contract	-	-	-	-	-	-	-
Constrained <sup>3</sup>	-	115	82	89	-	-	286
Niles <sup>4</sup>							
Unconstrained	-	179	158	-	-	-	337
Agricultural Preserve Contract	-	58	-	-	-	-	58
Constrained	-	41	-	-	-	-	41
Central							
Unconstrained	-	122	523	630	-	832	2107
Agricultural Preserve Contract	-	-	-	-	1050	-	1050
Irvington							
Unconstrained	-	105	61	505	-	-	671
Mission San Jose <sup>4</sup>							
Unconstrained	402	989	154	38	-	-	1583
Agricultural Preserve Contract	387	598	-	-	-	-	985
Warm Springs <sup>4</sup>							
Unconstrained	51	230	-	108	-	-	389
Agricultural Preserve Contract	<u>56</u>	<u>36</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>92</u>
Total Unconstrained	453	2038	1141	1543	15	832	6022
Total Agricultural Preserve	453	763	-	-	1050	-	2256
Total Constrained	-	156	82	89	-	-	327
GRAND TOTAL	896	2957	1223	1632	1065	832	8605

<sup>1</sup>Inventory includes flat land and hill lands below the Hill Face. Open Space and residential land above the Hill Face is not included. That land is regarded as a long term supply for housing because of the lack of public services and access. Availability of services and access could make that land available sooner than expected. A more detailed account is included in Appendix B.

<sup>2</sup>While contracts are of 10 year duration with a automatic annual renewal provision, early cancellation could make these lands readily available.

<sup>3</sup>Constrained land in Centerville is limited to development at the first step of the General Plan designation for the property because of limited local sanitary sewerline capacity. Other constrained land is restricted because of topography, soil stability, etc.

<sup>4</sup>As noted in footnote 1, open space and residential lands above the Hill Face were not included in this inventory. The inventoried land is located within these three areas.

The open space lands were not included because of the complexity of calculating the open space residential potential and the relative small number of units. The residential areas beyond the ridgeline are not included because the lack of utilities and access appear to make them a source of housing in the more distant future (beyond 1989). However, if utilities and access become available sooner than expected, those lands would be added to the residential land inventory. Those lands, with residential density generally less than three dwelling units per acre, will likely accommodate expensive rural housing.

Based on the inventory taken in early 1984, the vacant land deemed to be ready for development in the new future has a potential of almost 8,600 dwelling units. The plurality (44.3 percent) of the potential units are expected to be single family (up to seven units per acre), with the remainder distributed amongst the higher density type units. Most of the single family units could be located in the Mission San Jose. The medium (6.5-23 dwelling units per acre) and high (23-70 du's/acre) density areas are concentrated in the Central Area. Detailed information is contained in Appendix B.

Fremont with a potential of approximately 22,500+ units, has one of the largest pools of potential housing stock additions in the Bay Area. A significant proportion could be relatively affordable. How many of the units will be built and the affordability of those units are discussed in the Constraints Section of this Element.

Rehabilitation: The proportion of substandard housing units in 1980 is estimated at four percent of the total number of existing housing units. However, it should be noted that this estimate, based on 1980 Census data, is derived by counting various indicators such as age of structure, lack of central heating, complete kitchen or bathroom facilities and overcrowding. No detailed survey of housing condition has been made since 1974. For the projections, the proportion of substandard housing is assumed to decrease slightly from 4% in 1980 to 3.5% in 1990. The slight decrease is based on the high demand for housing and the recent upsurge in dwelling permits for remodeling. The slight decrease is temporized by the overall age of the housing stock.

The table below shows the number of standard and substandard housing units estimated to exist in the City in 1980 and projected for 1985 and 1990. Although renter-occupied units have a higher proportion of substandard housing than owner-occupied units, there are and will continue to be a greater number of substandard owner-occupied units. In 1990, a total of 1,839 units are projected to be substandard, 1,103 owner-occupied and 735 renter-occupied units. In general, older housing (20 years or older) comprise the vast majority of substandard units. To keep the existing housing stock intact for future use, private individual housing conservation efforts are expected to predominate with public accomplishments realized through the use of the Community Block Grant's Housing Conservation Program and such quasi-public efforts as PG&E Energy Conservation Program.



TABLE 5

STANDARD AND SUBSTANDARD HOUSING UNITS  
City of Fremont

	<u>1980</u>	<u>1985</u>	<u>1990</u>
TOTAL HOUSING UNITS	45,660	48,796	52,552
Standard	43,821	46,844	52,552
Substandard	1,839	1,805	1,839
Percent substandard	4%	3.7%	3.5%
Owner-occupied	1,104	1,083	1,103
	60	60	60
Renter-occupied	735	722	735
Percent	40	40	40

Source: Housing, Population, and Economic Data, prepared by John E. Cone, City of Fremont.

#### IV. RELATIONSHIP OF HOUSING COSTS TO INCOME SUPPLY AND DEMAND:

Monthly Housing Costs and Income: The expenditure of about 25% of household income for housing (including rent or mortgage costs, taxes, condominium association) has been the traditional measure of housing affordability, i.e., spending more than that percentage cuts into spending for other necessities or discretionary goods and services. (Currently the U. S. Department of Housing and Urban Development has changed this standard to 30% of income). The 1980 census data indicates 30 percent of all owner-occupied (noncondominium) households paid 25 percent or greater of their incomes for monthly ownership costs excluding the cost of utilities. Approximately 47.4 percent of renter households spent 25 percent or more for monthly rental costs, excluding tenant-paid utility costs. A greater percentage of low income households spent an excessive proportion of income for housing. For example, 87 percent of all households with income between \$5,000-9,999 paid 35 percent or more of their income for gross rent. Table 6 shows the monthly housing costs for both owners and renters by 1979 household income. Based on these statistics, it is apparent that while most residents of Fremont pay housing costs within the realm of the traditional measure of affordability, a significant proportion are paying costs in excess of the 25% standard, and even in excess of the current measure of affordability.

Assuming HUD's 30% standard and an even distribution of income within each of the income categories in Table 6, approximately 11,200 households (or about 29%) shown in that table paid more than 30% of their income for housing. In terms of household tenure, approximately 22.4% of the homeowners and about 40% of renters paid more than 30% of their gross monthly income for housing.

TABLE 6

## Monthly Housing Costs as Percentage of Household Income, 1979

Percentage of Income Spent for Selected Housing Costs	Income Groups									
	<u>Less than \$5000</u>	<u>% of Group</u>	<u>\$5,000 \$9,999</u>	<u>% of Group</u>	<u>\$10,000 \$14,000</u>	<u>% of Group</u>	<u>\$15,000 \$19,999</u>	<u>% of Group</u>	<u>\$20,000+</u>	<u>% of Group</u>
Ownership Costs -										
Owner-occupied										
Noncondominium Units										
Less than 20%	12	1.9	195	21.6	537	39.3	793	41.2	12,303	60.6
20 to 24 percent	18	2.8	120	13.3	165	12.1	153	7.9	2,853	14.0
25 - 34 percent	18	2.8	184	20.3	198	14.5	365	18.9	3,696	18.2
35 percent or more	458	72.3	404	44.8	466	54.1	616	32.0	1,459	7.2
Not computed	127	20.1	0	0	0	0	0	0	0	0
	<u>633</u>	<u>100.0</u>	<u>903</u>	<u>100.0</u>	<u>1,366</u>	<u>100.0</u>	<u>1,927</u>	<u>100.0</u>	<u>20,311</u>	<u>100.0</u>
Gross Rental Costs										
Renter - Occupied Units										
Less than 20 percent	30	2.1	40	1.8	153	5.9	617	25.2	4,298	71.6
20 -24 percent	44	3.0	12	.5	320	12.3	859	35.0	1,066	17.8
25 - 34 percent	38	2.6	204	9.1	1,298	50.1	728	29.7	569	9.4
35 percent or more	1,201	82.2	1,949	87.0	766	29.5	225	9.2	22	.4
Not computed	148	10.1	36	1.6	56	.2	23	.9	46	.8
	<u>1,461</u>	<u>100.0</u>	<u>2,241</u>	<u>100.0</u>	<u>1,593</u>	<u>100.0</u>	<u>2,452</u>	<u>1,000</u>	<u>6,001</u>	<u>100.0</u>



Another factor is the affordability of new (or used) housing for people attempting to purchase or rent the housing in Fremont.

The old measure of affordability for purchasing homes was a home should cost no greater than two and one-half times a household's income. The ratio of home prices to income has changed dramatically in the past decade. Between 1970 and 1980, the Bay Area median household income rose from \$9,900 to \$23,000, while the median single family home price increased from \$25,500 to \$109,000. Consequently, the home price to income ratio jumped from 2.6 to 4.7 during this period. The gap between home prices and family incomes has grown so wide that there are few homes on the market that even a middle income family can afford to buy without a substantial down payment.

TABLE 7

MEDIAN HOUSEHOLD INCOME AND THE MEDIAN PRICE OF  
SINGLE FAMILY HOME IN THE BAY AREA

<u>Year</u>	<u>Median Income</u>	<u>Median Home Price</u>	<u>Price to Income Ratio</u>
1970	\$ 9,900	\$ 25,500	2.6
1975	13,000	45,000	3.5
1980	23,000	109,000	4.7

Source: Bay Area Council

The following example, using 1980 data, illustrates the unaffordability of for-sale housing.

In order to purchase an average three bedroom used home priced at \$97,600, a household must have provided a \$20,000 down payment and earn a monthly income of \$2,360 or an annual income of \$28,320. This income requirement assumes a 12 percent mortgage interest rate and a financial commitment of 40% of the household income to shelter. In the past, a household was expected to spend 25% to 33% of its gross income for housing. Almost two-thirds of Fremont households could not afford this average priced home, even at below market interest rates.

Assuming the same sale price, mortgage rate and household expenditure of 25% for house payments (the old standard), only 10% of Fremont households could afford to purchase the home in 1980.

Assuming an 18 percent mortgage rate, only five percent of Fremont households could afford to purchase the average priced three bedroom home (assuming 25 percent of income for housing), and 21 percent of households could afford the unit if 40 percent of income were spent for housing.

Rental costs in Fremont are generally higher than Alameda County rents, but lower than homeownership costs. Median rent in 1980 in Fremont was \$337 per month versus \$471 for homeownership costs. However, while median housing costs of renters was about 81% of owner-occupancy costs average renter income was about 59% of homeowners. And, as indicated previously, almost 50% of renters spent 25% or more for monthly housing costs (47.4%). Table 6 lists the monthly cost for homeowners and renters.

Contributing to the pressures on renters has been the increase in rents (15-18% in 1982). Those increases in rent reflect the lack of sufficient supply of vacant housing and high demand. A City survey completed in August 1983 found a very low 1.07% vacancy rate for apartments and monthly rents generally higher than either San Jose or Hayward. The issue of rent control was placed on the November 1984 ballot and soundly defeated.

The supply of new multifamily housing is expected to increase in the near future because of the number of permits issued for multiple housing (about 1,650 units), the number of multiple housing unit projects approved or being considered (5,000-7,000+) and the amount of land designated for higher density residential use (3,500+ units). The increase in supply should contribute to an increase in the vacancy rate and provide for greater choice, mobility and, it is hoped stable or lower rent increases.

On the other hand, if tax simplification proposals are enacted without modification, investment in rental projects may be adversely impacted resulting in a sharp curtailment of multiple dwelling construction.

Jobs/Housing Imbalance: The term "jobs/housing balance" refers to the ratio of jobs in an area to housing units. On a region-wide basis, the ratio is estimated to be 1.29 jobs per household in 1980. The ratio varies greatly from community to community. For example, Emeryville had an estimated jobs/household ratio of 5.79 jobs per household compared to a ratio of .29 jobs per household in Piedmont. Communities with a job/housing ratio less than the regional ratio imply a net out-commuting; (often these communities are referred to as "bedroom communities"). Communities with jobs/housing ratio greater than the regions are considered the major employment centers. Communities such as Palo Alto, Mountain View, Emeryville and San Francisco fit that description. The jobs/housing issue has become an increasingly important policy concern at both regional and local levels. As stated in the ABAG publication, PROJECTIONS 79:

The job/housing balance issue does not imply that each community should necessarily have the regionwide ratio of jobs to housing, or that all workers should be employed in the community in which they live. Commuting across jurisdictional boundaries is an inherent feature of all large metropolitan areas; indeed, this commuting reflects the economic and cultural diversity which make regions viable.



On the other hand, severe imbalances doubtlessly lead to significant problems and impose costs upon localities, as well as the region as a whole. Major problem areas include:

- ". Increasing congestion and inability of the transportation system to accommodate peak commuting demands for major employment centers.
- ". Escalating housing costs in communities where job growth greatly outstrips housing growth.
- ". Widespread increased levels of highway congestion, air pollution and energy usage.
- ". Inability of some imbalanced 'bedroom' communities to provide adequate public services."

The expectation that much of the future industrial growth in the Northern Plain and the rest of Fremont will be high technology - high employment, industrial parks gives rise to the issue of jobs/housing imbalance. This phenomena is already being experienced by communities in the "Silicon Valley" communities of Santa Clara County. In these communities, growth in the electronics industry has provided a tremendous amount of jobs and created a strong local economy. The housing supply has increased but has not kept pace with this industrial growth. The resulting tight housing market has produced extreme price increases making it difficult, if not impossible, for lower and middle income families to afford housing in the area and has adversely impacted mobility and housing choice among all income levels.

The strong economic and urban growth has also produced traffic congestion, air and water pollution and other by-products which may exceed the capacity of the County's natural and man-made systems. Many of the basic qualities which made the valley a desirable working and living place are being threatened.

In 1980 Fremont had an estimated jobs/housing ratio of .74.

According to ABAG's Projections 84, Fremont will have an increase of almost 15,000 jobs and 9,000 households between 1980 and 1990. The jobs/housing ratio resulting from this increase would be .89 compared to 1.33 for the Bay Area indicating that Fremont will continue to be commuter community.

However, the current industrial and office development growth in Fremont strongly suggests much greater employment growth than ABAG's projections.

First of all, three high technology parks westerly of Route 17 at the south end of the City and one similar park along Route 84 near Route 17 are being developed now. Together the projects total over 900 acres. These parks are expected to be substantially developed by 1990. Using a conservative employment density of 30 employees per acre (45 employees per acre is commonly used) results in an employment growth of 27,000 jobs in just these three projects, or almost twice as much growth as projected by ABAG (15,000 jobs for the entire City).

Secondly, the industrial area easterly of Route 17 in the Warm Springs area, while substantially developed, still has about 1,000 acres available for industrial and/or commercial use.

Lastly, office growth, particularly in the Central Area, has grown rapidly. In 1983 about 166,000 square feet of leasable office (excluding buildings less than 25,000 square feet, medical, dental and buildings constructed to suit), space was constructed. That construction represented about a 20% increase in total office space of that type in one year.

The aforementioned three factors strongly suggests a much higher jobs/housing ratio. If ABAG's household projection of 53,210 is attained in 1990 and employment growth is 3,000 annually (a conservative rate) the City could easily approach the projected Bay Area jobs/housing ratio.

If industrial development exceeds an average of 100 acres per year and other commercial uses continue to expand, Fremont would likely exceed the Bay Area ratio and become a net importer of workers. Such growth will no doubt create pressure for additional housing and result in more rapid consumption of the supply of residential land, increased housing costs, or both.

Employment and housing growth will be required to be carefully monitored during the 1985/1990 period so that the next amendment to the Housing Element can assess the growth and its impact on housing policy.

## V. CONSTRAINTS

Governmental Constraints: Constraints that reduce the supply of housing and/or the demand for housing can be imposed by federal, state and local governments. The following section briefly summarizes federal and state constraints on housing production and discusses in more detail Fremont's experience in eliminating or reducing constraints since 1981.

Federal Government: Production of market-rate housing is primarily dependent upon the availability and cost of money. Federal policies have increased the cost of money and created a scarcity of funds available to the housing market. Traditional sources for housing funds have been difficult to find, and where such funds are found, costs for mortgages are beyond the reach of more than 60% of the public. The present high interest rates are without question a significant deterrent to housing construction and affordability of housing units. Tax-exempt mortgage revenue bonds provided under federal and state law have been one of the few sources of funds for "affordable" housing locally. The flat tax proposals and tax deduction eliminations being discussed in Washington could reduce the market for the tax-exempt bonds, adversely affecting one of the few sources of low and moderate income housing financing.



Aside from the use of the revenue bonds, the local government's ability to promote or provide assisted or nonmarket rate housing has depended on the availability of funds from Federal or State Housing Programs. The federal programs for construction of low and moderate income housing have essentially been phased out. The remnants of federal program still functioning are discussed in the local section.

State Government: Construction and maintenance of public facilities and infrastructure needed for residential development requires a sustained and predictable source of revenue. During the past several years, the availability of state funds to municipalities and special districts has become uncertain, rendering urban service extensions unpredictable. Recently the state funds available to local government have become more stable. However, state funds for infrastructure and housing are far short of actual need. State housing programs are generally not favored by developers and are not now being used in Fremont.

Local Constraints, Progress Report: The City does not provide, or otherwise directly control such services as water, sewer and schools which have an impact on housing development and costs. The City does have a substantial role in establishing the supply of land available for residential use through its General Plan, particularly the Land Use Element part. The Land Use Element establishes which lands are to be developed as residential and at what density. It also designates which lands are to be commercial, industrial or open space. More residential potential can be created by increasing the residential density allowable on existing residential land or converting commercial, industrial, open space or other lands to residential. Because of the number of residential projects in the pipeline and the amount of vacant residential land, no extensive conversion of nonresidential land will be initiated by the City. However, property owners may initiate applications for conversions.

Amending the General Plan could create substantial gains for individual property owners while providing a public benefit. Such amendments could, however, have adverse environmental impacts and/or be inconsistent with other community objectives. The 1981 Housing Element therefore established an implementation measure to amend the General Plan designations of nonresidential land to residential and increase the density of residential land whenever desirable and practical (emphasis added). Since September 1980, 29 General Plan amendments have been approved to increase dwelling unit potential by about 900 units (assuming development at midrange of the General Plan designation for the respective properties).

In addition several studies were completed to examine the appropriate use of surplus City property, and school district property. Another study focused on the existing General Plan designations of private property (and CalTrans property) in the Decoto Road area. This latter study could add another 225 dwelling units to the General Plan potential. Finally, a development of 235 dwelling units has been approved on lands designated Retail Commercial (under the commercial zoning, residential use is permitted with a conditional use permit). This last project together with the Decoto Road study and General Plan amendments increase the development potential by approximately 1,350 dwelling units since 1980. Table B-12

in Appendix B summarizes the increased dwelling unit potential. It should be noted that in the case of the 28 acres designated as Office Commercial under a recent General Plan amendment, multifamily units could still be developed as a conditional use under the Administrative Office (C-0) zoning.

Another change to the text of the General Plan in 1981 has the purpose of conserving land reserved for higher density by requiring any land with a density designation between 11 and 35 dwelling units per acre to be developed at a minimum of 80% of the first step of its density range. Land with a density greater than 35 units per acre must be developed within five percent above or below step one of its density range. That General Plan policy continues a similar interim policy initiated in 1977.

The 1981 Housing Element concluded that the zoning ordinance could be amended to lower housing construction costs. Several amendments to the zoning ordinance have been adopted since the 1981 Housing Element. In December of 1981, the R-G (Residential Garden Apartment) district regulations which regulate development of all multifamily housing (except those constructed under a planned district) were amended. That amendment allows greater flexibility in site planning by:

- . reducing distance of window separation,
- . liberalizing landscaping criteria;
- . reducing minimum balcony dimensions;
- . eliminating patio setbacks;
- . allowing Planning Director to approve open space not meeting 50 percent lot coverage standard (no less than 45% open space in any case).

In November of 1982, the City Council adopted an amendment to the Administrative Office (C-0) zoning district regulation to allow multifamily developments ranging from 6.5 to 70 dwelling units per acre on land zoned for offices. The actual density would depend on housing density on adjacent lands. This action together with provisions in the Community Commercial (C-C) district, allow housing in two nonresidential zoning districts.

In June of 1983, the City adopted a zoning text amendment allowing second dwelling units on corner lots and larger interior lots within all single family residential districts, subject to a use permit from the zoning administrator.

The City allows the use of private streets in multifamily dwelling projects. This practice reduces construction costs. Since such streets are relatively new, the long term maintenance, repairs and replacement costs impact on project residents are not yet known.

Another area to look for trimming development costs is in the area of processing of projects and the project fees collected. The City of Fremont has made substantial progress in cutting processing time by combining applications whenever feasible and by City-initiated rezonings in conformance with the General Plan. The latter action has been discontinued since the City-wide effort in 1979. The City has been a

forerunner in the "one stop shop" concept whereby all City departmental and outside agency comments and review are coordinated and presented in a single position.

Elimination or minimizing Planning Commission and City Council review can reduce project review time. There are limitations to this, however, due to city concerns for allowing public input on projects that may impact other parts of the community and state laws governing notification to surrounding property owners and public hearing requirements.

One cost saving procedure which could be instituted to expedite low and moderate income housing projects would be to give priority processing to such projects. This concept has been successfully implemented in many other communities.

Reducing fees could lower housing costs. However, fees charged for residential development are established by resolution of the City Council and are based primarily on the amount of staff time involved in processing an application, or, in the case of a building permit, the value of the project. In both cases, the fees charged are intended to cover the processing costs for the project. There are periodic checks to determine the appropriateness of the fees. These fees are not intended to produce revenue.

Other City charges are intended to be funding sources for particular functions (e.g. park dedication fees) or revenue sources (e.g. construction tax). If the City is to complete its park system (the plans for which have been substantially reduced since Proposition 13), park dedication fees can not be reduced. The other major City charge is the construction tax. If the City Council decides that the construction tax (not including the \$200 surtax required as part of the Citation-Northern Plain legal settlement) should be waived for some particular community benefit for example, provision of low or moderate income housing, the Council could do so. Waiver of the tax would not result in a significant reduction of housing cost, but could significantly reduce the Capital Improvement funds which are used to support residential areas. Waiver of the tax is not proposed by this document.

It should be noted from reviewing the following table that more than one-half the fees or charges are levied by public agencies other than the City.

A representative breakdown of all fees involved in the Niles Redevelopment project for 52 single family attached units is shown in the following table 8.



TABLE 8

## FEES FOR MODERATE COST HOUSING DEVELOPMENT IN NILES, 1979

	<u>Total Fees</u>	<u>Fees/Unit</u>
Sewer Connection	\$ 43,264	\$ 832
Water Connection	35,100	675
School Impact	31,000	596
City Construction Tax	31,252	601] > City
Subdivision Processing	3,875	75] > of
Park Land Dedication	41,600	800] > Fremont
Map Check	415	8] > Fees Only
Building Permit	22,404	430] > (48%)
	<u>\$208,910</u>	<u>\$4,017</u> Per lot

Housing Element, 1981 - Progress Report: Some local governmental actions to eliminate or reduce constraints and increase opportunities for implementing goals identified by the 1981 Housing Element were discussed in the previous section. This section lists the entire set of actions proposed by the 1981 element along with commentary on actions or progress related to removing that constraint or increasing the opportunity.

1. Amend the Planned District Policy to permit developers to use amenity charges to write down financial costs on a maximum of 25% of the dwelling units.

Comment: In practice, this policy resulted in developer writedowns of interest rates charged for the purchase of homes which has become a common marketing technique not limited to the low or moderate income families. The implementaion of this policy has been difficult to monitor and its overall benefit to the City (compared with the lost amenities not provided by the developer using this technique) is questionable. On September 18, 1984, the City Council deleted this policy.

2. Amend General Plan where desirable and practicable to residential and higher residential uses.

Comment: See first paragraphs of Local Constraints Section and Table B-12 in Appendix B.

3. Institute formalized plan check procedures using contracted inspectors.

Comment: The City has previously hired extra engineering staff and has more recently added five building inspectors and four plan checkers. In addition, outside contractors are being used to check building plans.

4. Review the Grading Ordinance.

Comment: The Public Works Department has been working with the development community, particularly civil engineers on modifications to the ordinance. The revised ordinance is expected to be considered at a public hearing before the Planning Commission and City Council by mid-1985.

5. Implement an Article 34 referendum for senior citizen low-cost rental housing.

Comment: The Senior Citizens Commission studied the feasibility of initiating or supporting a referendum but concluded that a referendum would not be necessary if the housing is constructed by a nonprofit housing development corporation.

6. Reduce the number of areas where architectural reviews may be applicable.

Comment: Architectural review occurs in the planned district and for multifamily projects in the historic districts. The planned district process is typically an option open to a developer. Architecture has not been a serious controversy between the developer and the City government in recent years, but has, in certain areas, been of strong concern to adjacent residents. The other area of architectural review is multifamily projects in historic districts. Architectural review is performed by the Historical Architectural Review Board. A referendum was recently passed to retain that Board's function. Because of the limited architectural review performed by the City, it is recommended that this action be dropped.

7. Revise the R-G Ordinance.

Comment: See the Local Constraints section for discussion on recent ordinance changes.

8. Encourage use of manufactured housing.

Comment: Manufactured housing has similar characteristics of mobile home and other unusual housing types, i.e., the investment value appears to be regarded as low. See discussion under Item 18 of this section.

9. Adopt a single family uniform building code when available.

Comment: The City continues to use the 1979 uniform code. It is expected to adopt the most recent 1983 code in 1985.

10. Create a program to educate the public on housing needs and on the necessity for higher densities.

Comment: "Not in my neighborhood!!" is a common refrain often heard at hearings for multifamily housing adjacent or near single family dwellings. In particular, neighborhood opposition to low and moderate income multifamily housing or any housing proposed at a greater density than the existing dwellings is one of the most common constraints to construction of affordable housing. Such opposition is typically based on a stigma and misperception about assisted housing projects that is no longer relevant or characteristic of many high quality, attractively designed and well maintained affordable housing developments built throughout the Bay Area. In the 1950's neighborhoods protested the construction of very large government-owned public housing projects for very low income families. The charge was often quite rightly, that those projects concentrated too many persons with socio-economic problems. Those projects were often poorly built, funded and located resulting in maintenance and management problems and depressed property values. Public experience with such large housing projects as Pruett-Igoe in St. Louis and the "Pink Palace" in San Francisco, substantiated public fears.

Current public policy attempts to provide smaller-scale, well-designed housing compatible with existing neighborhoods. Locally, recent housing built or approved for low and/or moderate income households has been developed (or approved) using tax-exempt mortgage revenue bonds and Community Block Grant land banking program to reduce housing costs, without sacrificing architectural design, amenities, open space or the quality of construction. Under the mortgage revenue bond program only a small portion of a project (20%) is reserved for occupancy by low and moderate income households. If land costs are reduced under the land banking program, a higher percentage of units could be developed for more low and moderate income household. In both these programs, City controls are established through regulatory agreements which provide assurance that the initial projects will be compatible with surrounding neighborhoods and will be properly maintained. There is a need to educate those that already have adequate housing of the needs of the many who cannot afford adequate housing in Fremont.

While no formal education program was initiated to implement the 1981 recommendation, this Housing Element action is intended to educate the public of the needs for low and moderate income housing. And to assure the public of the City's determination to provide needed housing and enhance existing neighborhoods. The focus of the program is to increase awareness of unmet housing needs and encourage public discussion of how to meet these needs.



11. Solicit support to revise environmental impact report guidelines and statutes as they may affect housing in urban areas.

Comment: The City has commented on the revisions to the EIR Guidelines. A number of reforms to expedite processing have been made without adversely affecting the environmental quality objectives of the statutes.

12. Seek assistance to provide creative financing using all available methods.

Comment: The City has supported the use of tax exempt mortgage bonds and the use of interest write downs as creative financing methods to reduce housing costs. As of January 1985, 12 multifamily projects totalling almost 3,000 units with 640 below market rate units are being considered for bond financing. As of January 1985, five of those projects totalling 1,267 units and including 255 units for low and moderate income households have sold tax-exempt bonds.

The experience with interest rate write-downs has not been positive, in that the interest write down is temporary, does not help low or moderate income residents to any significant degree, and is difficult to enforce. As noted previously, the write-down policy has been deleted by the City Council

13. Grant density bonuses to developers who develop more than 25% of the units in their projects as low/moderate income family housing above any step of the density ranges.

Comment: In November 1982, the planned district policy was amended to reflect the Housing Element (and State law) to allow such density bonuses.

14. Provide for land banking from CDBG funds.

Comment: The land banking program has acquired sites for three projects since 1979. Two of those projects have been completed and the housing sold to moderate income families (52 units) and seniors (8 units). The third project now being processed will provide 19 for-sale townhouses targeted for sale to those households with an income no greater than 130 percent of median and 96 apartments (to be converted to condos in 20 years) of which 60 are to be rented at below market rates to low and moderate income households. The current approved 1984/85 CDBG budget (1984/85) allocates \$206,000 for the landbanking program.

15. Encourage the formation of a nonprofit Housing Development Corporation.

Comment: At least two nonprofit housing groups strive to increase the supply of housing for low and moderate income persons in the area.

BRIDGE Housing, Inc. of San Francisco is a nonprofit regional development corporation dedicated to the development of large volumes of high quality homes for families earning \$12,000 to \$25,000 annually. Originally formed as a task force to recommend action on the housing crises, it incorporated as a nonprofit housing developer in 1982 with the support of the Bay Area Council and a substantial grant from the San Francisco Foundation. BRIDGE has been endorsed by the City of San Jose, the Contra Costa County Mayors' Conference, the Northern California Association for Nonprofit Housing, the Chambers of Commerce of Oakland, San Francisco and San Jose. During its first year of operation, it has initiated development of 900 housing units valued at over \$50 million in six counties. BRIDGE's production of housing was accomplished without large government subsidies. Instead, it has joined with local nonprofit groups and private developers using its own capital when necessary together with advantageous financing techniques to reduce costs.

EDEN Housing, Inc., established as a nonprofit development corporation in 1968, is headquartered in Hayward and serves Southern Alameda County. EDEN has developed and sponsored a wide range of housing types for the elderly, families and handicapped, including townhouses, cooperatives and apartments. In addition to developing new homes, it has a small pilot program for acquiring and rehabilitating apartment buildings in order to preserve them for existing low income tenants.

Among the financing tax and nontax techniques utilized by nonprofits for achieving affordable housing are the following:

- Equity financing wherein tax shelter (depreciation) values of projects are sold to syndications of limited partners with the proceeds used for equity capital;
- Debt financing wherein tax-exempt bonds are sold to finance projects at a lower interest rate than would be available from conventional financial sources;
- Acceptance of land, cash or other assets as a tax deductible gift;
- Direct investments to reduce rent levels to meet federal eligibility limits or outright subsidy of low income persons;
- Providing additional security to lenders in the form of lines of credit or other reserves to guarantees for projects.
- Utilization of the remaining state and federal programs such as section 202 and 208 housing programs.

Because of the need to use creative and complex innovative methods, nonprofit housing development corporations require professional specialized staff and significant resources. The market area to sustain such a nonprofit corporation appears to be regional or subregional. For this reason, it seems more prudent to encourage

the efforts of BRIDGE and Eden Housing rather than attempt to encourage a new local nonprofit. For this reason endorsement of BRIDGE and Eden Housing is included as program action in Section VI.

16. Develop an inventory of all public-owned surplus lands and encourage their development for affordable housing.

Comment: The inventory of publicly-owned land was reviewed to determine which lands were surplus and appropriate for housing in 1983. Only one area with a potential of four units has thus far been determined to be appropriate for housing. The City also reviews proposals for the disposition of other public lands and makes recommendations as to their use.

17. Continue the CDBG Housing Conservation Loan Program.

Comment: The current budget allots \$340,000 for the program.

18. Encourage the use of earth sheltered homes, solar heating, waterless toilets and other energy conservation technology.

Comment: Housing has at least two functions; that of shelter and that of investment. While an underground house may offer distinct energy savings, the resale value is unknown. The risk of investing in such housing probably explains the lack of building permit applications. As for other energy savings efforts, the City has been supportive of those that are consistent with safety, health, environment and compatibility standards. The risk of installing various types of energy-conserving technology is also high in that the reliability of some of the technology is untested.

This revision to the 1981 Housing Element substantially modifies the existing implementation programs discussed in the preceding paragraphs and adds several other objectives and actions related to the needs of the disabled, single parent family households and the elderly. Section VI contains the current housing program.

Nongovernmental Factors: Most factors impacting the cost and availability of housing are outside the reach of governmental control. Such factors include the expectations of potential home buyers; landowner and existing homeowner expectations of their property values; the influence of labor and the cost and type of housing construction; developer expectations and the cost and availability of financing.

Present homeowner expectations of the value of their property has been significantly heightened by the spiraling inflation experienced in the recent past. While everyone agrees that home prices are too high, everyone also wants to make sure that the highest dollar is received on the sale of his or her property. "Trading up" to a more expensive home was practiced heavily in the area until the recent increase in mortgage interest rates made home resale financing difficult.



Landowners of vacant residential properties often times sell their properties not for a set price per acre but rather negotiate a price based on the number of units ultimately approved on the property. Prior to this practice, it was theoretically feasible for a developer to "pass on" land cost savings in a project where a higher density had been achieved.

The cost of new home construction has risen dramatically over the past few years averaging about 10.4 percent per year between 1976-1980.

During the 1975-1980 period, housing construction costs increased at a higher rate than all consumer items. In addition, construction cost fluctuations experienced during this period undoubtedly impacted residential project planning. Overall construction costs represent less than one-half of the sales price of a new home. Finished lot costs are estimated to be about 30 percent, and finance costs nearly 11 percent of the total.

TABLE 9

COST BREAKDOWN: STANDARD QUALITY SINGLE FAMILY HOME, 1980

<u>Item</u>	<u>Amount</u>	<u>Percent</u>
Construction	\$ 53,025	36.1%
Land/Site Improvements	35,000	30.4%
Financing <sup>2</sup>	12,252	10.7%
Overhead/Profit <sup>3</sup>	13,204	11.4%
Insurance, etc.	<u>1,565</u>	<u>1.4%</u>
	\$115,046	100.0%

1. Bank of America Appraisal Department, Cost Study - Standard Quality Single Family Residence, San Francisco Area, July 1980. Figures are based on 3-bedroom residence (1,570 square feet), with attached 2-car garage.
2. Assuming construction financing interest rates of 19 percent - 12 months for site improvements and 6 months for construction.
3. 15 Percent of land, improvement and construction costs.

Construction costs are primarily dependent on materials and labor costs, both of which are outside the reach of local governmental control. Recent advances have been made in the area of premanufactured or "modular" housing. Unlike mobile homes, premanufactured housing meets all of the State Uniform Building code. There are significant on-site time savings involved with such construction and premanufactured housing industry literature suggest such housing results in significant cost savings to the home buyer.

On the other hand, because of the relative newness and perhaps lack of consumer interest there seems to be some reluctance for entrepreneurs in major suburban areas to make significant investments in manufactured housing.

## VI. THE HOUSING PROGRAM (Goals, Objectives, Actions)

Introduction: Before discussing Fremont's housing program, the overall housing problem should be mentioned to put into a perspective what the City can realistically do to address these problems.

Other portions of the Housing Element have described factors affecting the production and cost of housing including the role of interest rates for construction and mortgage financing and the federal and state agencies in regulating, encouraging or discouraging housing growth. Because of those factors, new housing costs will be more than low and moderate income households can afford. It is almost impossible for the private market to produce affordable housing for low and very low income persons without significant public assistance in the form of subsidies (either to the housing provider or the consumer). It should be noted here that middle and upper income housing gain significant government assistance through such programs as FHA mortgage insurance, tax deductions for interest on mortgages and local taxes.

Unfortunately, federal and state subsidies have declined. The major source of federal funding for expanding the supply of housing for lower income families, the HUD Section 8 Program for New Construction has been dropped. The administration's plan to reduce the deficit reportedly proposes to drastically cut such programs as the Community Development Block Grant (CDBG). Such cutbacks further reduce resources for affordable housing. With this perspective, the following paragraphs establish the City's housing program for 1985-1990.

The following goals, objectives and program are intended to minimize costs attributable to City actions and to encourage production of affordable housing consistent with other goals and objectives of the City's General Plan.

State law requires Housing Elements to include a statement of goals, policies, quantified objectives and scheduled programs for the development of new housing and the preservation and improvement of existing housing. Review of the progress in achieving the goals and objectives of the 1981 plan can be found in Section V. This section retains the general goals expressed in the 1981 plan and updates the remainder of the objectives and action program. It also adds energy goals, objectives and action program. The general goals are:

Availability: Expand the housing supply to provide greater opportunities for present and future residents of all income levels;

Affordability: Attempt to make housing affordable to present and future residents by encouraging the initiative of citizens;

Assessibility: Promote equal housing opportunities for all people regardless of the ethnic, racial, religious background, age, sex, physical condition, marital status or income.

Stability: Promote neighborhood stability and residential environment by encouraging initiative and independent actions.

Energy Conservation: Reduce energy use to decrease housing costs.

#### OBJECTIVES TO EXPAND HOUSING AVAILABILITY

- A. To provide for sufficient and adequate sites for housing of all types needed to meet the General Plan objectives and community housing needs.
- B. To provide for the distribution of housing by type, size and cost to insure that each planning area will provide a wide range of housing opportunities.
- C. To promote the construction of rental housing to meet the current and projected needs of persons and families requiring rental housing.
- D. To continuously review the General Plan and recommend changes based on community housing needs and opportunities for providing affordable housing.

- 1.1 PROGRAM ACTION: Increase density on vacant or under-utilized residential lands when desirable and consistent with other City goals and objectives.

Responsible Agency: Community Development Department and applicants.

Quantitative Objective: Consider increased density for General Plan at least once a year.

Time Frame: Continuous.

Financing: General Fund - Cost Center (staff time).

- 1.2 PROGRAM ACTION: Evaluate the conversion of vacant or under-utilized nonresidential land to accommodate the projected housing needs.

Responsible Agency: Primarily initiated by applicants.

Quantitative Objective: Consider General Plan amendments annually.

Time Frame: Continuous

Financing: General Fund-Cost Center (staff time)



- 1.3 PROGRAM ACTION: Cooperate with school district and other public agencies in studying potential residential uses of surplus property, including medium and higher density use when appropriate.
- Responsible Agency: Community Development Department/other public agencies.
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: General Fund
- 1.4 PROGRAM ACTION: Encourage use of "passed-over" parcels as residential infill by informing developers of their existence, and cooperate in finding solutions to any problems hampering the use of these parcels.
- Responsible Agency: Community Development Department
- Quantitative Objective: Make available vacant land information at Counter "A"
- Time Frame: 1985

Overall Quantitative Objective: Fremont's share of the regional housing need between 1980 and 1990 is 10,317 dwelling units or about 1,000 units per year. Given the high industrial growth in the City, the above actions together with some of the actions described under the affordability section should help Fremont achieve an overall growth of at least a thousand units per year. This growth of course is heavily dependent on the economy, and particularly on interest rates.

AFFORDABILITY OBJECTIVES:

- A. To encourage builders to reduce housing costs by use of innovative methods.
- B. To explore and use all feasible means of providing assistance to families and individuals whose housing needs are not met by the private market.
- C. To seek low interest rate financing for housing from public and private sources, especially for low and moderate income households.
- D. To explore ways to reduce housing costs by continuously reviewing the City's development regulations and procedures.
- E. To recognize the provision of affordable housing as the greatest need to be addressed by the Community Development Block Grant Program and pursue landbanking as a means to aid in the provision of affordable housing for low and moderate income households.

- 2.1 PROGRAM ACTION: Allocate a substantial proportion of Block Grant funds to acquire sites and facilitate the development of housing affordable to lower income families, the elderly and the disabled in proportion to the level of need experienced by each of these household types.
- Responsible Agency: Community Development Department  
Quantitative Objective: Fifty percent (50%) of annual CDBG entitlement grant.  
Time Frame: Continuous  
Financing: CDBG funds
- 2.2 PROGRAM ACTION: Use 20% of property tax increments generated by increased property values in redevelopment areas to facilitate development of housing for low and moderate income households.
- Responsible Agency: Community Development Department  
Quantitative Objectives: Fifty affordable units over five year period, 230 over 18 years  
Time Frame: 1985-2002  
Financing: Redevelopment Agency Funds
- 2.3 PROGRAM ACTION: Issue tax-exempt mortgage revenue bonds to finance multifamily projects including low and moderate income households. Monitor assisted developments to assure compliance.
- Responsible Agency: Community Development Department  
Time Frame: Continuous  
Financing: Mortgage Revenue Bonds, bond fees.
- 2.4 PROGRAM ACTION: Utilize density bonus and amenity fee waiver provision of planned district policy to facilitate development of affordable units for low and moderate income households.
- Responsible Agency: Community Development Department  
Quantitative Objective: 125 units  
Time Frame: 1990  
Financing: Regulatory fees for density bonus units.

- 2.5 PROGRAM ACTION: Issue tax-exempt bonds to finance for sale housing to first-time moderate income home buyers and/or support similar programs implemented by Alameda County.
- Responsible Agency: City Council, Community Development Department and Alameda County.
- Quantitative Objective: Dependent of County-wide allocations and amount of bond authority available.
- Time Frame: As long as bonds are available.
- Funding: Tax-exempt bond program/bond fees.
- 2.6 PROGRAM ACTION: Adopt a resolution urging federal and state governments to continue programs that assist or otherwise support affordable housing for all economic segments. When appropriate, letters of support should encourage continuation of such programs as the Community Development Block Grant Program, the mortgage revenue bond program for single family and multifamily housing, California Housing Finance Agency's Home Loan and Multifamily Lending programs, and the Federal Section 8 - New Construction Programs and Section 202 Program.
- Responsible Agency: City Council and Community Development Department.
- Quantitative Objective: N/A
- Time Frame: Resolution -1985, Support - continuous.
- 2.7 PROGRAM ACTION: Endorse and cooperate with BRIDGE and EDEN Housing, two nonprofit organizations, dedicated to development of housing for low and moderate income households. Cooperate with similar organizations.
- Responsible Agency: City Council/Community Development Department
- Quantitative Objectives: N/A
- Time Frame: Endorsement 1985, Cooperation- continuous.
- Financing: General Fund.
- 2.8 PROGRAM ACTION: Continue use of contracted plan checkers and other technical and professional personnel to reduce review time for applications.
- Responsible Agency: Community Development Department  
Public Works Department
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: Cost Center



2.9 PROGRAM ACTION: Revise Grading Ordinance.

Responsible Agency: Public Works Department  
Quantitative Objective: N/A  
Time Frame: 1985  
Financing: General Fund

2.10 PROGRAM ACTION: Encourage private sector financial institutions to establish below market rate housing finance programs.

Responsible Agency: City Council, Community Development Department.  
Time Frame: 1985  
Financing: None.

2.11 PROGRAM ACTION: Include provision of low and moderate income housing as a criterion for entering into development agreements.

Responsible Agency: City Council, Community Development Department  
Quantitative Objective: N/A  
Time Frame: Policy adoption, 1985, implementation continuous  
Financing: Developers

OVERALL QUANTITATIVE OBJECTIVE: Fremont's share of regional housing needs amount to 10,137 units over a ten year period 1980-1990. The total ten year need has been distributed by income category as follows, 2,230 (22%) very low, 1,521 (15%) low income, 2,219 (21%) moderate income and 4,257(42%) above moderate income. Based on a target of 1,000 housing units and using the distribution above, about 580 for low and moderate income households and 420 for above moderate income households should be built.

Based on an overall annual goal of 1,000 units the following distribution of housing units is established:

<u>Household Type</u>	<u>Number of Housing Units</u>
1. Very low income (less than 50% of median income)	220
2. Low income (50 - 80% median income)	150
3. Moderate income (81 - 120% median income)	210
4. Above moderate income (121% and over median income)	420

Several points should be made concerning these annual goals.

First, federal and local income classifications differ from ABAG's and the state. The federal government classifies the first two categories as low income and moderate, and the third and fourth as simply above moderate income.

Second, because of the number of tax-exempt mortgage revenue bonds approved and in progress, the number of low (or moderate, in local terms) housing units developed could exceed 600. Some of these units may be available for very low income households if additional federal assistance is made available.

Third, almost all the first two categories are expected to be rental units, and the majority of higher income units are expected to be for-sale housing units.

Fourth, to provide a perspective of what the income categories mean in reality, current income estimates are provided for a family of four. Median income for the Bay Area in 1984 was estimated by HUD to be \$32,000. If this median is used, 50% of median would be \$16,000 and 80% of median would be \$25,600.

Lastly, the actual development of these units, particularly the very low and low income units, are heavily dependent on some form of federal or state assistance, including tax-exempt financing. If that assistance is not forthcoming, it can be expected that very few of those units will be developed.

#### OBJECTIVES TO INCREASE HOUSING ACCESSIBILITY

- A. To support activities to eliminate illegal housing discrimination, policies and practices, and promote cooperative tenant-landlord relations.
- B. To provide programs which would provide housing counseling services.
- C. To encourage builders to design new or remodel units to meet the needs of the elderly and disabled.
- D. To develop a program to enable low and moderate income households to modify existing housing to provide accessibility improvements for the disabled.

3.1 PROGRAM ACTION: Encourage provision of childcare services by encouraging childcare facilities as an amenity in planned districts. Also encourage large employers to provide onsite, child care centers or include child care payments as a fringe benefit.

Responsible Agency: Community Development Department  
 Quantitative Objective: N/A  
 Time Frame: Continuous  
 Financing: Private sector

3.2 PROGRAM ACTION:

Implement actions to make housing adaptable and accessible to the disabled including:

- . consideration of local ordinance replacing or supplementing state adaptability-accessibility requirements that become effective September 15, 1985 if the City does not enact its own guidelines.
- . in cooperation with private developers utilize CDBG funds to secure a site for a small disabled housing development and seek funding for such project through Federal Section 202 Housing Program.
- . allocating CDBG funds to provide grants to make rental units accessible as a component of the City's Housing Conservation Program.
- . disseminate information on the availability of state assistance for modifications to residences of qualified disabled persons (through County Department of Social Services);
- . urging the Fremont Unified School District and the Fremont Newark Community College District to work with the county library, contractors, architects, unions and disabled organizations to develop a technical assistance program to assist disabled people make their homes more accessible;
- . working with Schools for the Deaf and Blind and other organizations of the disabled and the development community to create an awareness of the housing needs of the disabled.

Responsible Agency: City Council, Community Development Department, Human Services, other local agencies.  
 Quantitative Objectives: N/A  
 Time Frame: Consideration of local adaptability-accessibility ordinance by August 1985, others continuous  
 Financing: General Fund



3.3 PROGRAM ACTION: Continue housing service activities funded by Community Development Block Grant program and other sources. Activities being funded currently include:

- .
    - . Housing discrimination investigation and referral service;
    - . Landlord/tenant counseling and mediation assistance;
    - . Homeseeker assistance and shared housing services;
    - . Emergency housing;
    - . Counseling and shelter for battered women and their children.
- Responsible Agencies: Various  
Quantitative Objectives: N/A  
Time Frame: Continuous

#### OBJECTIVES TO ENCOURAGE HOUSING AND NEIGHBORHOOD STABILITY

- A. To develop and implement programs to prevent and remedy housing and neighborhood deterioration and encourage private maintenance and rehabilitation activities.
- B. To program and construct neighborhood public improvements now lacking or substandard.
- C. To encourage good functional site planning and variety in housing types and prices.
- D. To encourage the formation of homeowners associations in order to obtain the neighborhood involvement in promoting neighborhood quality and stability.

4.1 PROGRAM ACTION: Continue Community Development Block Grant Housing Conservation Loans and Grants and neighborhood improvement programs. Activities currently available to assist low and moderate income households include:

- . Low interest rate home rehabilitation loans;
- . Deferred payment rehabilitation loans;
- . Grants to homeowners with low incomes for emergency repairs;
- . Street improvements and other public facilities in target areas;
- . Rebates to property owners in target areas to encourage exterior home improvements.

Recommended new activities include:

- . Grants to make accessibility modifications to rental units.

Responsible Agency: Community Development Department and Public Works Department.  
Quantitative Objectives: Initiate 150 low interest rate home rehabilitation loans  
Time Frame: Continuous  
Financing: Community Development Block Grant, rental, Rehabilitation Grant.

4.2 PROGRAM ACTION: Continue Redevelopment Agency's activities to repair and construct residential streets and other neighborhood improvements in redevelopment areas.

Responsible Agency: Community Development Department, Public Works Department  
Quantitative Objectives: None  
Time Frame: Continuous  
Financing: Property tax increments

#### ENERGY OBJECTIVES:

1. To promote jobs/housing balance to reduce community and air pollution.
2. To inform the public on the benefits of energy conservation and availability of private energy conservation and financial assistance programs.
3. To promote energy-efficient techniques in residential construction.

5.1 PROGRAM ACTION: Encourage industrial developers and large employers to work with residential developers to make new housing available to local employees to reduce commuting. Use development agreements to encourage low and moderate income housing.

Responsible Agency: Community Development Department  
Quantitative Objective: N/A  
Time Frame: Continuous  
Financing: General Fund, Developer

- 5.2 PROGRAM ACTION: Extend public transportation services and other transportation alternatives (car pools, bicycle trails) between working and living areas.
- Responsible Agency: Community Development Department; Human Services (Transportation Coordinator), public and quasi-public transportation agencies.
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: General Fund, various.
- 5.3 PROGRAM ACTION: Continue to provide the public information on the state energy regulations at the building department's public service counter.
- Responsible Agency: Public Works Department
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: General Fund
- 5.4 PROGRAM ACTION: Continue to disseminate information on PG&E's energy program (Zip and Rebate programs) and the Family Tutorial program's weatherization project for low-income homeowners.
- Responsible Agency: Community Development Department, Public Works Department
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: General Fund, CDBG fund.
- 5.5 PROGRAM ACTION: Continue enforcing new state construction standards for energy efficiency.
- Responsible Agency: Public Works Department
- Quantitative Objective: N/A
- Time Frame: Continuous
- Financing: General Fund

PLN-0001



APPENDIX A

1981 HOUSING ELEMENT

GOALS, OBJECTIVES AND ACTION

1c. Housing Element Goals, Objectives and Action Program

Goals:

- a. Availability: Expand the housing supply to provide greater opportunities for present and future residents of all income levels.
- b. Affordability: Attempt to make housing affordable to present and future residents by encouraging the initiative of citizens.

- c. Equal Opportunity: Promote equal housing opportunities for all people regardless of their ethnic, racial, religious background, age, sex, marital status or income.
- d. Stability: Promote neighborhood stability and residential environment by encouraging initiative and independent actions.

Objectives:

a. Availability

- (1) To provide for sufficient and adequate sites for housing of all types needed to meet the General Plan objectives and community housing needs.
- (2) To provide for the distribution of housing by type, size and cost to insure that each planning area will provide a wide range of housing opportunities.
- (3) To promote the construction of rental housing to meet the current and projected needs of persons and families requiring rental housing.
- (4) To continuously review the General Plan and recommend changes based on community housing needs.

b. Affordability

- (1) To encourage builders to reduce housing costs by innovative methods.
- (2) To explore all feasible means of providing assistance to families and individuals whose housing needs are not met by the market.
- (3) To seek low interest rate funds for housing from public and private sources, especially for low and moderate income households.
- (4) To explore ways to reduce housing costs by continuously reviewing the City's development regulations and procedures.
- (5) To pursue land banking as a means to aid in the provision of affordable housing for low and moderate income households through the use of Community Development Block Grant funds.

c. Equal Opportunity

- (1) To support activities which help to eliminate housing discrimination and promote cooperative tenant-landlord relations.



- (2) To develop and implement programs which would provide housing counseling service on housing problems.
- (3) To encourage rental housing which will accommodate families with children.
- (4) To encourage builders and remodelers to design units to meet the needs of the elderly and handicapped.

d. Stability

- (1) To develop and implement programs to prevent and remedy housing and neighborhood deterioration and encourage private maintenance and rehabilitation activities.
- (2) To program and construct neighborhood public improvements now lacking or substandard.
- (3) To encourage good functional site planning and variety in housing types and prices.
- (4) To encourage the formation of homeowners associations in order to obtain the neighborhood involvement in promoting neighborhood quality and stability.

Implementation Program

1. Amend the Planned District Policy to permit developers to use amenity charges to write down financial costs on a maximum of 25% of the dwelling units.
2. Amend the General Plan where desirable and practicable to residential and higher density residential uses.
3. Institute formalized plan check procedures using contracted inspectors.
4. Review the Grading Ordinance.
5. Implement an Article 34 referendum for senior citizen low-cost rental housing.
6. Reduce the number of areas where architectural reviews may be applicable.
7. Revise the R-G Ordinance.
8. Encourage the use of manufactured housing.
9. Adopt the single family uniform building code when it becomes available.

10. Create a program to educate the public on housing needs and the necessity for higher densities.
11. Solicit support from other jurisdictions to revise the Environmental Impact Report guidelines and statutes as they may affect housing in urban areas.
12. Seek assistance to provide creative financing using all available methods.
13. Grant density bonuses to developers who develop more than 25% of the units in their development as low/moderate income family housing above any step of the density ranges.
14. Provide for land banking from Community Development Block Grant funds.
15. Encourage the formation of a nonprofit Housing Development Corporation.
16. Develop an inventory of all public-owned surplus lands and encourage their development for affordable housing.
17. Continue the Community Block Grant Housing Conservation Loan Program.
18. Encourage but not mandate the use of earth sheltered homes; solar heating - either passive or active; alternative manners of heating and energy; alternative living space design; and environmental and waterless toilets.
19. In order to provide a full range of housing opportunities in each planning area, while avoiding over-concentration of low-rent and moderate-cost housing, it shall be the policy of the City of Fremont that: (Added, Res. 3599)
  - a. The proportions of each such housing shall not exceed five percent of the housing supply of each planning area.
  - b. Planning areas having in excess of a two (2) percent average of low-rent housing should not receive additional low-rent units until all planning areas have at least two (2) percent low-rent housing.
  - c. Concentration of low-rent and moderate-cost housing should be avoided by limiting the number of housing units to fifty (50) units or less for detached single family projects. Multiple family units may exceed fifty units per project where such an increase would not create an adverse impact in the vicinity of the project or school attendance area.
  - d. Low-rent and moderate-cost housing shall be separated from other similar projects by an adequate distance to avoid overconcentration.

## APPENDIX B

<u>Exhibit</u>	<u>Title</u>	<u>Page</u>
1	Racial/Ethnic Composition, 1970, 1980	B-1
2	Summary of City-wide Poverty Data, 1980	B-2
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12	Increased Housing Potential Added, 1980-1984	B-11
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CITY OF FREMONT  
 RACIAL/ETHNIC COMPOSITION PERCENT DISTRIBUTION  
 1970-1980

NEIGHBORHOOD	CENSUS TRACTS	1970			1980				
		Black	Other	Spanish American	Black	Amer. Indian Eskimo	Asian Pacific	Other	Spanish Origin
Niles	4411	0	1.7	31.8	1.4	1.0	8.6	7.0	17.5
	4412	0	3.2	22.3	0.3	0.4	3.4	6.9	18.0
Centerville	4413	1.4	1.9	20.6	3.9	0.4	13.5	4.9	12.2
	4416	0.7	3.2	15.4	3.3	0.8	5.3	5.8	17.4
	4417	0	6.0	27.3	1.5	1.0	4.5	8.0	19.7
	4418	0	1.6	15.3	1.6	0.6	6.8	4.6	9.9
	4426	0	2.5	11.1	0.9	0.3	3.1	2.7	7.9
	4427	0	2.8	9.8	0.6	0.7	2.2	1.8	6.7
Central	441901				1.7	0.8	13.0	4.1	12.7
	441902	0	3.3	14.7	6.5	1.3	5.3	8.3	17.1
Mission SJ	4420	0	0	13.4	1.5	0.1	13.7	3.4	8.1
	4421	0	5.9	9.5	1.4	0.4	7.8	3.0	8.3
	4422	0.7	1.8	9.8	0.8	0.3	3.7	3.3	9.7
	4431	0	0.7	13.3	0.8	0.8	8.9	3.8	9.9
Irvington	4423	0	1.5	11.7	3.4	0.6	4.2	5.2	12.8
	4424	0	2.3	20.2	1.2	1.0	3.6	9.4	19.4
	4425	0	2.9	17.7	2.3	1.3	5.2	7.4	15.9
	4428	0	4.1	11.7	2.7	0.6	4.8	6.7	14.1
	4429	0	3.0	16.2	1.4	1.2	3.2	5.6	13.1
	4430	1.2	3.3	21.3	1.6	1.7	3.5	9.6	22.1
Warm Springs	4432	0	2.5	13.3	0	0.2	18.5	1.6	6.0
	4433	0	1.5	18.7	2.4	0.8	6.7	4.8	11.0
No. Plain	4414	2.8	6.2	17.6	5.6	0.4	15.0	6.6	15.9
	4415	0	2.7	33.9	6.0	0.4	25.5	7.2	14.2
City Wide		0.4	2.8	16.4	2.53	0.78	7.2	5.8	14.0

Notes: Persons of Spanish origin are counted in "Spanish Origin" regardless of race, therefore total population excludes the total for Spanish Origin.

1970 Spanish American category included Spanish speaking persons and those with Spanish surnames. In either case, Mexican Americans are included in the category.

SUMMARY OF CITYWIDE POVERTY DATA  
City of Fremont  
1980

Item	Above Poverty	Below Poverty	TOTAL	% in Poverty
Persons by Age	124189	6297	130486	4.8%
Under 55	110114	5455	115569	4.7%
55 to 59	5129	208	5337	3.9%
60 to 64	3245	119	3364	3.5%
65 & Over	5701	515	6216	8.3%
Persons by Race	124189	6297	130486	4.8%
White	105832	5193	111025	4.7%
Black	3171	162	3333	4.9%
American Indian	804	65	869	7.5%
Asian	9126	468	9594	4.9%
Spanish Origin	16977	1248	18225	6.8%
Family Population	78772	3113	81885	3.8%
Children Under 18	36806	2128	38934	5.5%
Other Family Members	41966	985	42951	2.3%
Unrelated Individuals	11820	1896	13716	13.8%
15 to 64	10254	1573	11827	13.3%
65 & Over	1566	323	1889	17.1%
Total Families	33567	1288	34855	3.7%
With Children	20008	1028	21036	4.9%
No Related Children	13559	260	13819	1.9%
Households	42169	2053	44222	4.6%
Household: 15 to 64	38825	1771	40596	4.4%
Family	31621	1188	32809	3.6%
Non-Family	7204	583	7787	7.5%
Household: 65 & Over	3344	282	3626	7.8%
Family	1946	100	2046	4.9%
Non-Family	1398	182	1580	11.5%
Female Heads	3008	574	3582	16.0%
With Children	2137	535	2672	20.0%
No Related Children	871	39	910	4.3%

Population in Poverty Households by Average Size of Household

Avg.HH Size	Population	% of Total
1.50-1.99	128	6.2%
2.00-2.49	275	13.4%
2.50-2.99	771	37.6%
3.00-3.49	376	18.3%
3.50-3.99	108	5.3%
4.00 Or More	395	19.2%

SUMMARY OF CITYWIDE OVERCROWDING DATA

Item	Less Than 1.01/Rm	More Than 1.01/Rm	TOTAL	% More Than 1.01/Rm
Households	42512	1419	43931	3.2%
Central Heating	39431	1250	40681	3.1%
Lacking Cent.Heating	3081	169	3250	5.2%
Built Before 1939	957	47	1004	4.7%
Built 1940-1980	41555	1372	42927	3.2%

# CENSUS TRACTS 1980

CITY OF FREMONT  
CALIFORNIA

— CENSUS TRACT BOUNDARY

- - - CITY BOUNDARY

0 4000 8000  
SCALE IN FEET

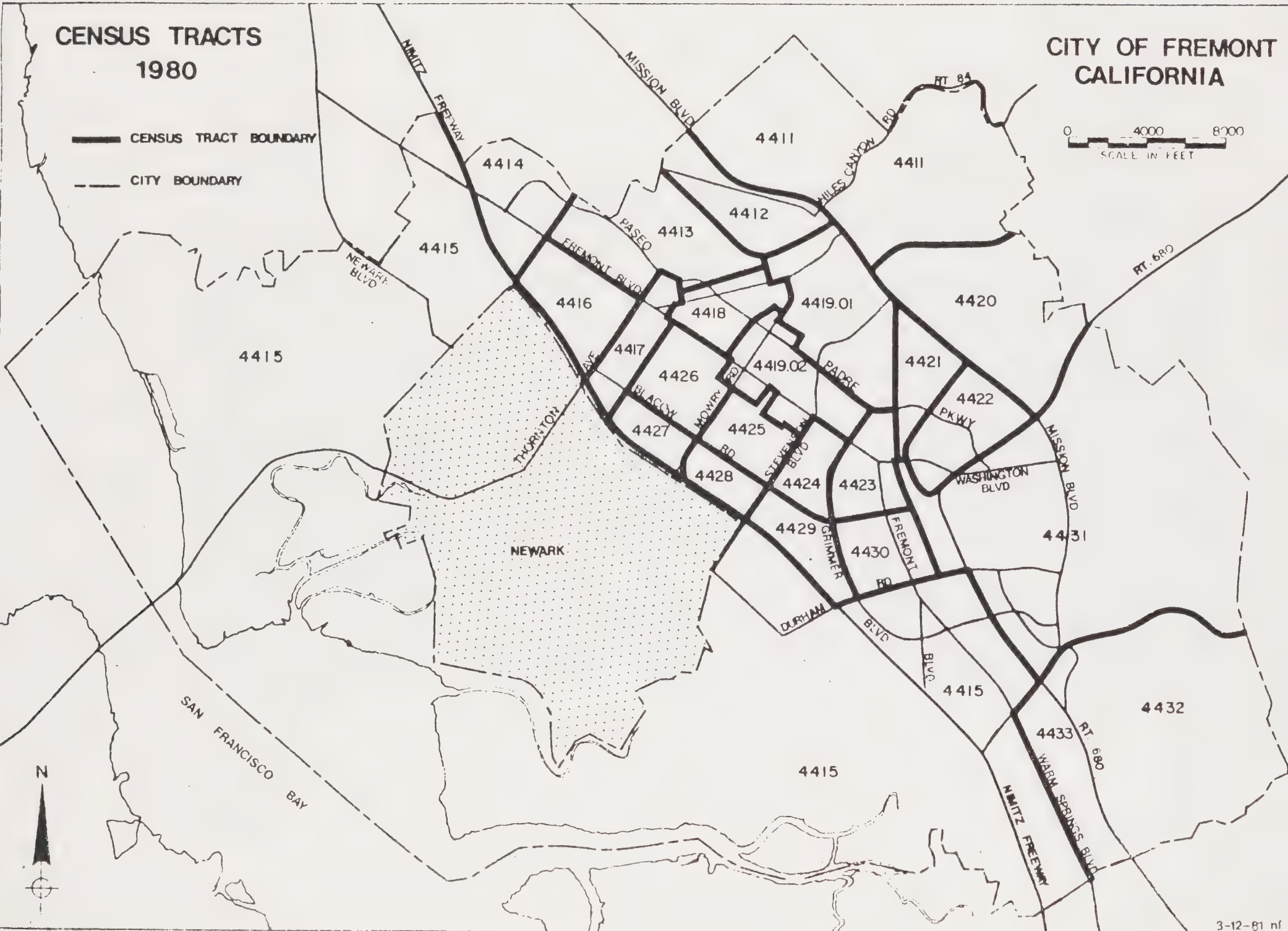




TABLE 2  
POVERTY POPULATION & HOUSEHOLDS ..... OVERCROWDING  
CITY OF FREMONT  
1980

ITEM	CENSUS TRACTS			POVERTY POP.	POVERTY H.H.'S	OVER- CROWDNG	POV.H.H %'S	POV.H.H POP/H.H
1	CT 4411	NILES HILLS	1 1	181.	66.	30.	6.0%	2.74
2	CT 4412	NILES	1 1	208.	115.	76.	6.5%	1.81
3	CT 4413	N.E.CENTRVIL	2 1	145.	50.	53.	2.7%	2.90
4	CT 4414	NOR.PLAIN	3 1	352.	79.	122.	3.1%	4.46
5	CT 4415	NOR.PLAIN-W	3 1	62.	14.	85.	0.9%	4.43
6	CT 4416	N.W.CENTRVIL	2 1	465.	115.	82.	3.4%	4.04
7	CT 4417	WESTCENTRVIL	2 1	216.	71.	63.	6.4%	3.04
8	CT 4418	S.E.CENTRVIL	2 1	347.	110.	54.	6.3%	3.16
9	4419.1	C.B.D. NORTH	4 1	240.	74.	11.	6.0%	3.24
10	4419.2	C.B.D. SOUTH	4 1	889.	354.	184.	8.2%	2.51
11	CT 4420	CENT.HILLS	5 1	24.	13.	7.	2.3%	1.85
12	CT 4421	M.S.J:DRISCL	5 1	113.	38.	21.	2.5%	2.97
13	CT 4422	M.S.J:WEST	5 1	139.	68.	47.	3.5%	2.04
14	CT 4423	IRVNGTN.CNTR	6 1	328.	142.	76.	6.4%	2.31
15	CT 4424	N.W.IRVINGTN	6 1	334.	121.	77.	6.7%	2.76
16	CT 4425	C.B.D-WEST	4 1	416.	121.	71.	6.4%	3.44
17	CT 4426	S.W.CENTRVIL	2 1	263.	89.	56.	3.2%	2.96
18	CT 4427	FRY.CENTRVIL	2 1	75.	34.	6.	3.5%	2.21
19	CT 4428	FRWY.CENTRAL	4 1	72.	31.	10.	3.4%	2.32
20	CT 4429	WESTIRVINGTN	6 1	342.	93.	30.	5.5%	3.68
21	CT 4430	SOUTHIRVNGTN	6 1	560.	136.	126.	6.0%	4.12
22	CT 4431	M.S.J: HILLS	5 1	332.	51.	75.	2.0%	6.51
23	CT 4432	WRM.SPG.HILS	7 1	59.	15.	0.	6.2%	3.93
24	CT 4433	WARM SPRINGS	7 1	135.	53.	57.	2.4%	2.55

SUBTOTALS & TOTALS

1	NILES DISTRICT	389.	181.	106.	6.3%	2.15
2	CENTERVILLE DISTRICT	1511.	469.	314.	3.9%	3.22
3	NORTH PLAINS DISTRICT	414.	93.	207.	2.3%	4.45
4	CENTRAL DISTRICT	1617.	580.	276.	7.0%	2.79
5	MISSION S.J. DISTRICT	608.	170.	150.	2.6%	3.58
6	IRVINGTON DISTRICT	1564.	492.	309.	6.2%	3.18
7	WARM SPRINGS DISTRICT	194.	68.	57.	2.8%	2.85
10	CITY OF FREMONT	6297.	2053.	1419.	4.6%	3.07

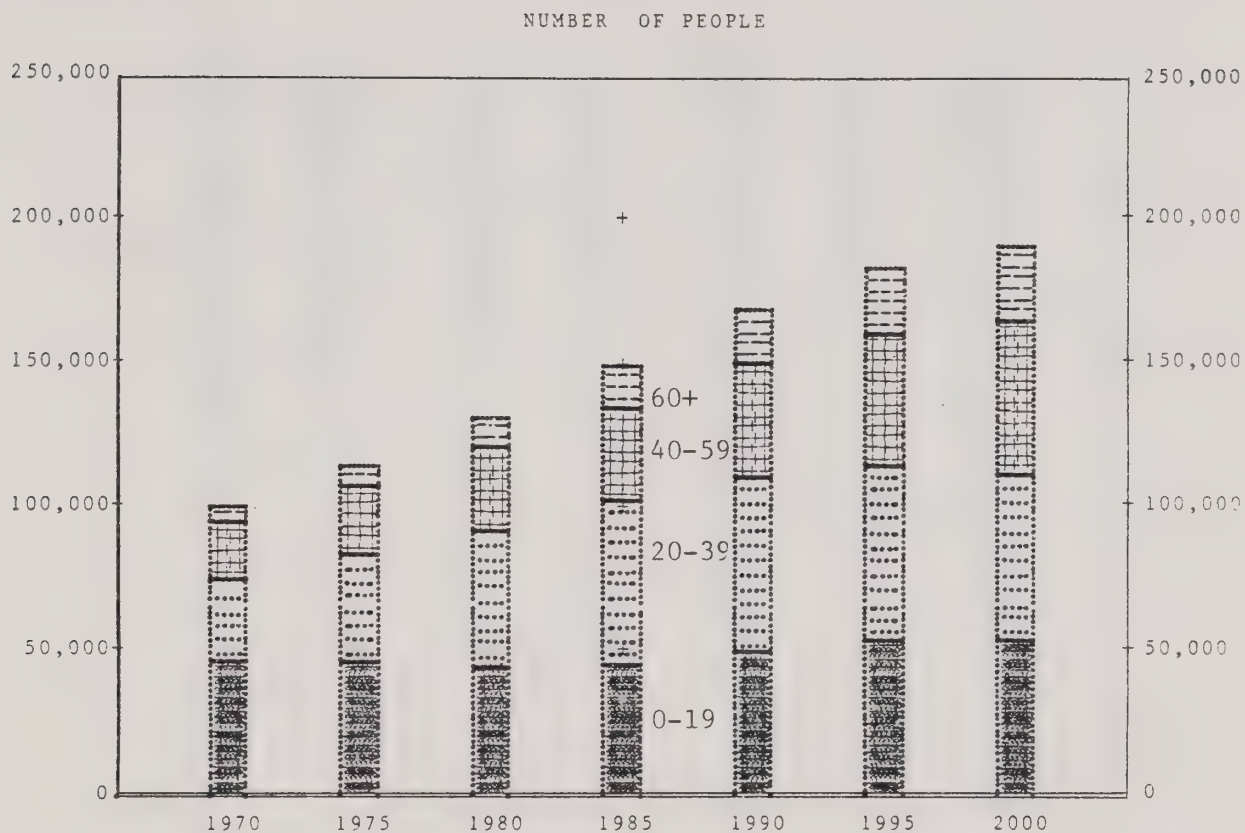
TABLE 2

POPULATION ... BY AGE GROUPS  
CENSUS TRACTS .. CITY OF FREMONT  
1980

## AGE GROUP PERCENTAGES

	CENSUS TRACTS		0-17	18-64	65+
1	CT 4411	11	27.3	61.7	11.0
2	CT 4412	12	22.7	68.2	9.2
3	CT 4413	13	34.2	61.8	3.9
4	CT 4414	14	35.7	61.9	2.4
5	CT 4415	15	31.4	63.5	5.1
6	CT 4416	16	32.1	64.7	3.1
7	CT 4417	17	26.5	64.8	8.7
8	CT 4418	18	27.6	64.0	8.4
9	CT 4419.1	191	26.0	69.5	4.5
10	CT 4419.2	192	24.1	68.3	7.7
11	CT 4420	20	33.8	63.5	2.8
12	CT 4421	21	31.2	64.8	4.0
13	CT 4422	22	29.0	66.8	4.2
14	CT 4423	23	26.0	66.0	8.0
15	CT 4424	24	31.6	65.0	3.4
16	CT 4425	25	31.3	64.0	4.7
17	CT 4426	26	23.3	65.6	11.1
18	CT 4427	27	26.1	67.5	6.4
19	CT 4428	28	34.3	62.9	2.8
20	CT 4429	29	33.1	64.0	2.9
21	CT 4430	30	34.5	62.3	3.2
22	CT 4431	31	31.3	63.7	5.1
23	CT 4432	32	33.8	65.0	1.2
24	CT 4433	33	33.1	64.4	2.4

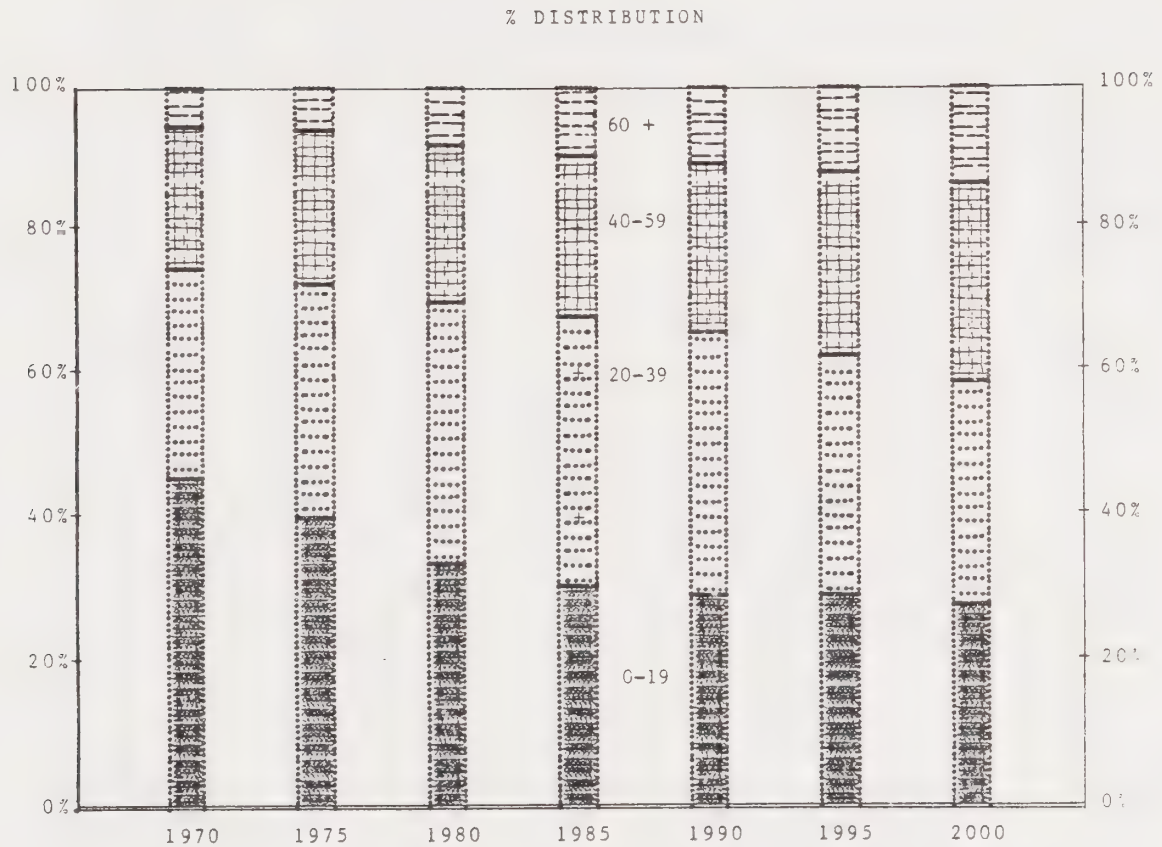
FIGURE 1  
 POPULATION TRENDS & PROJECTIONS BY AGE GROUPS  
 CITY OF FREMONT  
 1970-2000



SOURCE: DERIVED FROM CENSUS DATA & CITY STAFF PROJECTIONS.



FIGURE 2  
 POPULATION TRENDS & PROJECTIONS BY AGE GROUPS  
 CITY OF FREMONT  
 1970-2000



SOURCE: DERIVED FROM CENSUS DATA & CITY STAFF PROJECTIONS.

# FREMONT EMPLOYMENT GROWTH, 1980-1990

	<u>1980</u>	<u>1985</u>	<u>1990</u>
Total Employment	32,517	37,000	47,500
Percent Increase		13.8	28.4%
Employment by Industry			
Agriculture and Mining	1,243	1,180	1,160
Percent Increase or (Decrease)		-5%	-1.6%
Manufacturing and Wholesale	3,926	4,090	9,210
Percent Increase		4.2%	125.2%
Retail	8,488	10,270	12,010
Percent Increase		21%	16.9%
Services	11,503	12,790	14,910
Percent Increase		11%	16.8%
Other	7,357	8,700	10,270
Percent Increase		18.3%	18%

Source: ABAG's Projections 1983

# HOUSING BY HOUSEHOLD AND HOUSING TYPES

	<u>Single Family</u>	<u>2-4 Units</u>	<u>5+ Units</u>	<u>Mobile Homes</u>	<u>Total Units</u>	<u>Percent</u>
OCCUPIED HOUSING UNITS	33,387	1,153	9,041	709	44,290	100.0
Husband-Wife Couple	7,675	490	4,469	540	13,174	29.7
Husband-Wife Family	21,371	361	1,399	34	23,165	52.3
Other Family:						
Male Head	535	23	163	19	740	1.7
Other Family:						
Female Head	1,870	65	425	43	2,403	5.4
Primary Individual:						
Male Head	968	106	1,275	37	2,386	5.4
Primary Individual:						
Female Head	968	108	1,310	36	2,422	5.5
1980 Census						

# HOUSING BY TYPE AND TENURE

	<u>Single Family</u>	<u>2-4 Units</u>	<u>5+ Units</u>	<u>Mobile Homes</u>	<u>Total Housing Units</u>
TOTAL NO. HOUSING UNITS	34,068	1,201	9,670	721	45,660
Owned	30,927	194	873	627	32,621
Rented	3,141	1,007	8,797	94	13,039
Ownership Rate	90.8%	16.2%	9.0%	87.0%	71.4%



HOUSING STOCK BY AGE  
City of Fremont

NUMBER OF HOUSING UNITS

<u>Age</u>	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
0 to 10 years	9879	16600	18638	14236	12147
10 to 20 years	668	9178	16430	18452	14094
Over 20 years	1954	2076	10592	25092	39459

PERCENTAGE DISTRIBUTION BY AGE

0 to 10 years	79%	60%	41%	25%	18%
10 to 20 years	5%	33%	36%	32%	22%
Over 20 years	16%	7%	23%	43%	60%

TABLE B-12  
INCREASED DWELLING UNIT POTENTIAL, 1980-1984  
BY GENERAL PLAN AMENDMENTS<sup>(1)</sup> AND OTHER ACTION

<u>ACTION</u>	<u>LOCATION</u>	<u>ACRES</u>	<u>FROM</u>	<u>TO</u>	<u>NET GAIN OR (LOSS) OF DWELLING UNITS</u>
GPA 80-2	Mohave Dr./Crawford	2.82	Th. Comm.	Res. 18-23	58
GPA 80-6	Decoto Rd./Ozark R.W.	3.33	Res. 4.5-6.5	Res. 6.5-10	10
GPA 80-8	Grimmer Blvd./Doane	3.73	Res. 5-7	Res. 6.5-10	9
GPA 80-13	Warm Springs - East Warren	10.30	Retail Comm	Res. 18-23	211
GPA 80-12	Mission - Stevenson Blvd.	1.56	Res. 4-6	Office Comm.	(8)
GPA 80-15	Grimmer - Doane	3.73	Res. 6.5-10	Res. 11-15	17
GPA 80-19	Durham Rt. 17	22.50	Th. Comm	Res. 15-18	371
GPA 80-20	Fremont Blvd. - Stevenson	3.40	Office Comm	Res. 18-23	70
GPA 80-22	Curtner Rd. - Mission Blvd.	5.50	Res. 2-3.5	Res. 3-5	7
GPA 80-23	Walnut - Argonaut Way	8.98	Retail Comm.	Res. 18-23	184
GPA 80-25	Lowry Rd.	3.50	Res. 2-3.5	Res 6.5-10	19
GPA 80-26	Central - Blacow Rd.	7.50	Ind.	Res. 11-15	98
GPA 81-11	Central Blacow	6.00	Ind.	Res. 15-18	99
GPA 81-17	Fremont Blvd. - Mattos Dr.	2.70	Res. 15-18	Office Comm.	(45)
GPA 81-18	Fremont Blvd. -Mattos Dr.	4.00	Res. 15-18	Office Comm.	(66)
GPA 81-19	Beard Rd.	4.45	Res. 3-5	Res. 6.5-10	19
GPA 81-20	Mowry BART	6.68	Res. 50-70	Office Comm.	(565)
GPA 81-21	Lowry Rd.	26.00	Rt. 84	Res. 5-7	156
GPA 82-11	Rt. 84 deletion	12.00	Res. 2-3.5	Res. 6.5-10	66
GPA 82-21	Durham Rd.	10.00	Res. 2-3.5 + 0.5	Office Comm.	(5)
GPA 82-22	Mission Blvd. - Pickering	5.00	Res. 5-7	Res. 15-18	53
GPA 82-24	Walnut Ave. <sup>(2)</sup>	35.00	Res. 15-18	Res. 11-15	154
GPA 83-2	Warm Springs Blvd.	1.00	Res. 18-23	Office Comm.	(21)
GPA 83-4	Mowry - BART	2.60	Res. 5-7	Res. 15-18	27
GPA 83-12	Peralta Blvd.	1.80	Res. 18-23	Retail Comm.	(37)
GPA 83-13	Mission Blvd.	4.00	Res. 4-16	Res. 5-7	4
GPA 83-14	Peralta Blvd.	2.00	Res. 6.5-10	Office Comm.	(17)
GPA 84-1	Paseo Padre Pkwy	1.00	Park	Res. 4-6	5
GPA 84-3	Fremont Blvd./Tamayo St.	2.00	Res. 5-7	Res. 15-18	21
<u>Others</u>					
TR 5173	Mission - Brown Road				235
ST 83-12	Route 84 - Decoto Rd.	32.00	Res. 5-7	Res. 11-15	224
Total Dwelling Unit Potential Increase					<u>1353</u>

(1) Development assumed at second step of general plan designation of respective property.

(2) Technical adjustment to reflect transfer of most of the density from land or subsequent proposed for increased dwelling units.

CITY OF FREMONT  
VACANT PARCELS ZONED OR PLANNED FOR MULTI-FAMILY  
DEVELOPMENT POTENTIAL AT MID-RANGE OF GENERAL PLAN

<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
Central	S of Fremont; between Walnut & Sundale	501-975-13-11	R-G-15 R-G-24	Residential 18-23	15.75	PRP-83-8	322
	End of Bell Street	501-900-5-9	R-G-40	Residential 11-15	0.94		12
		501-900-2-2	R-G-40	Residential 11-15	0.96		12
	Mowry & Bell	501-900-23-2	R-G-24	Residential 18-23	0.25		5
	N of Mowry & Peralta Junction	507-377-8-2	R-1-6	Residential 18-23	1.83	Water District	37
	E quadrant of Walnut & Civic Center Dr.	507-465-6-2	P	Activity Corridor	14.32		
		507-465-7	P	Activity	2.30		
	Stevenson Blvd.	507-465-5-2	R-G-40	Residential 11-15	17.52	State Surplus	227
		507-465-16	R-G-40	Residential 18-23	4.45	State Surplus	91
	Walnut across from BART	507-455-13	R-G-40	Residential 11-15	36.24	School Surplus	471
			R-G-24	Residential 18-23			
			R-G-9	Residential 50-70			
			P	Residential 50-70			
	SE of Mowry & Tyson	507-400-9-2	R-G-29	Residential 15-18	1.60		26
		507-400-8-4	R-1-6	Residential 15-18	6.71		110
		507-400-9-4	R-G-29	Residential 15-18	6.51		107
	N of Walnut W of Gallaudet	507-400-10	R-G-29	Residential 15-18	15.60		257



<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
Centerville	End of Tyson Lane	507-400-14-4	R-G-9	Residential 50-70	2.00		120
		507-400-12-1	R-G-9		0.30		18
	NW of Mission & Pickering	507-585-1	R-1-6	Residential 15-18	3.45		56
	SW of Overacker & W Pickering	507-430-9	R-G-29	Residential 15-18	0.84		13
		507-430-8	R-G-29	Residential 15-18	0.85		14
		507-430-7	R-G-20	Residential 15-18	0.40		6
	E of Paseo Padre & Country	501-1581-1-2	P	Residential 23-27	2.97	Tract 4951 (141 condos)	61
		501-1581-2-6	P	Residential 23-27	2.44		
	SW of Stevenson and Fremont	501-969-10-3	P	Residential 18-23	3.40	P-81-9 (78 condos)	
		501-969-12					
		501-969-13-2					
		501-969-14-2					
		501-969-15-4					
	N of Walnut; E of BART	501-400-11	R-G-9	Residential 50-70	15.63	U-81-16 (792 condos)	
	End of Becerra between Fremont & Tampico	543-395-1-2	R-G-29	Residential 15-18	0.14		2
		543-395-2-4	R-G-29	Residential 15-18	0.73		12
		543-395-3-2	R-G-29	Residential 15-18	0.44		7
		543-95-4-2	R-G-29	Residential 15-18	0.15		2
		543-395-5-4	R-G-29	Residential 15-18	0.56		9
	NE of Thornton & Cabrillo Drive	501-455-14	R-G-29	Residential 15-18	4.77		78
	SW of Fremont & Central	501-730-7-2	R-G-19	Residential 23-27	0.55		13

<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
	SW of Fremont & Alder	501-44-6-2	R-G-29	Residential 15-18	0.78		12
		501-44-7-3	R-G-29	Residential 15-18	0.31		5
		501-44-8-4	R-G-29	Residential 15-18	0.80		13
		501-44-9	R-G-29	Residential 15-18	0.85		14
		501-44-10	R-G-29	Residential 15-18	1.12		18
		501-44-11-1	R-G-29	Residential 15-18	2.65		43
		501-44-3-2	R-G-29	Residential 15-18	1.30		21
		501-44-2-2	R-G-29	Residential 15-18	1.89		31
	NE of Fremont & Alder	501-1809-65 (Portion)	R-2	Residential 6.5-10	2.32		19
	NW of Peralta & Sequoia	501-1310-3-3	R-G-19	Residential 23-27	3.57		89
	S of Paseo Padre & Sequoia	501-1310-6-5	R-G-19	Residential 23-27	2.20		55
		501-1310-5-1	R-G-19	Residential 23-27	10.26		256
	NE of Paseo Padre & Thornton	501-1310-16-48	R-G-24	Residential 15-18	0.50	Sewer impacted area	8
		501-1310-16-36	R-G-24	Residential 15-18	0.50		8
		501-1310-16-37	R-G-24	Residential 15-18	2.25		37
		501-1310-16-42	R-G-24	Residential 15-18	4.46		73
		501-1310-7	R-G-24	Residential 15-18	3.75		61
		501-1310-8-2	R-G-24	Residential 15-18	2.86		47
		501-1310-10-4	R-G-24	Residential 15-18	8.57		141
		501-1310-11-2	R-G-24	Residential 15-18	0.31		5
		501-1310-6-8	R-G-24	Residential 18-23	4.95		101
		501-1425-38	R-G-24	Residential 15-18	16.30		268
Irvington	NW of Durham & Grimmer	525-1298-1	C-T	Residential 15-18	22.50		371
	NE of Fremont & Carol	525-605-14	R-G-29	Residential 15-18	1.06		17
		525-605-15	R-G-29	Residential 15-18	0.60		9
	SW of Fremont & Carol	525-1115-2	R-G-40	Residential 11-15	1.03		13
		525-115-3	R-G-40	Residential 11-15	1.03		13

<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
Northern Plain	SE of Lincoln & Chapel	525-661-40	R-G-29	Residential 15-18	0.29		4
		525-661-41	R-G-29	Residential 15-18	0.41		6
		525-661-42	R-G-29	Residential 15-18	0.45		7
		525-661-19-2	R-G-29	Residential 15-18	0.51		8
	NE of Chapel & High	525-645-10-2	R-G-29	Residential 15-18	2.90		47
		525-645-11	R-G-29	Residential 15-18	0.55		9
		525-645-12	R-G-29	Residential 15-18	0.80		13
		525-645-13-1	R-G-29	Residential 15-18			
	NE of Wolcott & Chapel (behind SPRY)	525-645-16	R-G-40	Residential 11-15	6.18	City owned (low-moderate income housing)	80
	NE of Main & Lincoln	525-641-5	R-G-29	Residential 15-18	0.23	State Surplus	3
		525-641-6	R-G-29	Residential 15-18	0.23	State Surplus	3
		525-641-8	R-G-29	Residential 15-18	0.10	State Surplus	1
		525-641-11	R-G-29	Residential 15-18	0.32	State Surplus	5
		525-641-12	R-G-29	Residential 15-18	0.41	State Surplus	6
		525-641-13	R-G-29	Residential 15-18	0.29	State Surplus	4
	NE of Roberts & Adams	525-600-23	R-G-29	Residential 15-18	3.49		57
		525-600-8	R-G-29	Residential 15-18	0.13		2
		525-600-7-2	R-G-29	Residential 15-18	0.19		3
		525-600-7-1	R-G-29	Residential 15-18	0.63		10
		525-600-6	R-G-29	Residential 15-18	0.15		2
		525-600-5	R-G-29	Residential 15-18	0.27		4
	NE of Roberts & Carol	525-605-8-1	R-G-29	Residential 15-18	0.34		5
		525-605-9-6	R-G-29	Residential 15-18	3.19		52
		525-605-11-1	R-G-29	Residential 15-18	0.20		3
		525-605-10-1	R-G-29	Residential 15-18	0.69		11
		525-605-10-4	R-G-29	Residential 15-18	0.30		4
	SW of Fremont & Blacow	525-1282-21-4	R-1-6	Residential 6.5-10	2.52		20
	NE of Fremont & Beard	543-336-23	A	Residential 6.5-10	1.98		16
		543-336-24	A	Residential 6.5-10	0.82		6
	N of Beard & Mello	543-331-28	R-1-6	Residential 6.5-10	4.45		36

<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
	34058 Fremont Blvd.	543-336-25-4	P	Residential 11-15	4.27	P-81-1 (64 condos)	
	NW of Fremont & Paseo Padre	543-336-27-2	A	Residential 11-15	5.91	School District	76
		543-336-28-2	A	Residential 11-15	2.95	School District	38
		543-310-21-10	A	Residential 11-15	6.38		82
		543-310-20-2	A	Residential 11-15	0.54		7
		543-310-19-3	A	Residential 11-15	0.20		2
	Lowry & Alvarado	543-341-7-2	R-E-1/2	Residential 6.5-10	1.65		13
		543-341-6-2	R-E-1/2	Residential 6.5-10	2.02		16
		543-341-5-2	R-E-1/2	Residential 6.5-10	2.06		17
		543-341-3-2	R-E-1/2	Residential 6.5-10	2.51		20
		543-341-2	R-E-1/2	Residential 6.5-10	0.17		1
		543-341-8-3	R-E-1/2	Residential 6.5-10	1.31		10
		543-341-9-2	R-E-1/2	Residential 6.5-10	1.03		8
		543-341-8-2	R-E-1/2	Residential 6.5-10	3.46		28
Mission San Jose	43623 Ellsworth St.	513-610-56	R-G-24- H(H-I)	Residential 18-23	7,500 sf		3
	Ellsworth St.	513-610-47-3	R-G-24- H(H-I)	Residential 18-23	1.07		21
	Mission & Pine	513-613-2	P	Residential 11-15	2.6	P-84-7A, Hoffman Homes, approved plan S.F. (24)	
		513-613-1-2					
		513-613-3-2					
	Mission & Lurene	513-613-6-3	P	Residential 6.5-10	2.26	P-81-14, Toscano, approved plan T.H. (19)	
	Zacate Pl.	507-784-81	R-2(H-I)	Residential 6.5-10	1.84		15



<u>Area</u>	<u>Location</u>	<u>Assessor's Parcel No.</u>	<u>Zoning</u>	<u>General Plan</u>	<u>Acres or Sq. Ft.</u>	<u>Comment</u>	<u>Dwelling Unit Potential</u>
Warm Springs	NE of Hackamore & Fernald	519-1190-24-1	P	Residential 18-23	2.68	P-80-23; Tract 4782 (40 condos)	
	SW of E. Warren & Fernald	519-1190-7-2	R-G-24	Residential 18-23	2.96		60
	N of Mohave & Fernald	519-1244-66-7	R-G-24	Residential 18/23	2.82		57
	SE of Mohave & Fernald	519-1240-25	P	Residential 18-23	6.12	Tract 4737 (108 condos)	
	NE of Warm Springs & E. Warren	519-1240-20-3	P	Residential 18-23	10.27	P-82-8 (204 condos)	
Niles	SW quadrant of Mission & Hillside	507-1-30-2	R-1-6	Residential 6.5-10	2.70		22
		507-1-31	R-1-6	Residential 6.5-10	2.00		16
		507-1-32	R-1-6	Residential 6.5-10	2.00		16
		507-1-33	R-1-6	Residential 6.5-10	1.84		15
		507-1-37	R-1-6	Residential 6.5-10	4.75		39
		507-1-38-2	R-1-6	Residential 6.5-10	4.55		37
		507-1-40-2	R-1-6	Residential 6.5-10	2.76		22
		507-20-1	R-1-6	Residential 6.5-10	1.95		16
	Third, between L & Riverside	507-323-2-2	R-1-6-H	Residential 6.5-10	2.15		17
	SE of Mission & Pickering	507-584-1	R-G-29 (H-I)	Residential 15-18	3.42	Tract 4679 (41 condos)	
	TOTAL						<u>3,484</u>

pln-0547/jc

APPENDIX C

CALIFORNIA STATE HOUSING AND COMMUNITY  
DEVELOPMENT DEPARTMENT COMMENTS AND CITY RESPONSE

## DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

921 Tenth Street  
Sacramento, CA 95814  
(916) 323-3176



May 24, 1985

Mr. Robert Carlson  
Acting Director  
Community Development Dept.  
39700 Civic Center Drive  
Fremont, CA 94538

Dear Mr. Carlson:

RE: Review of the City of Fremont's Draft Housing Element

Thank you for submitting Fremont's draft housing element, received March 7, 1985. As you know, we are required to review draft elements and report our findings to the locality (Government Code Section 65585(b)).

A May 15, 1985 telephone conversation with Mr. Leonard Banda of your staff has facilitated our review. This letter summarizes the conclusions drawn from that discussion.

The element is well written and comprehensive in scope. It includes a detailed analysis of the City's housing needs and an extensive evaluation of the City's past housing program accomplishments.

In our opinion, however, certain revisions are necessary for the element to comply with Article 10.6 of the Government Code. The comments below summarize those recommended changes. Following each comment we cite the applicable provisions of the Government Code. Where specific program examples are given, these are for your information only. We realize that Fremont may choose other means of complying with the law.

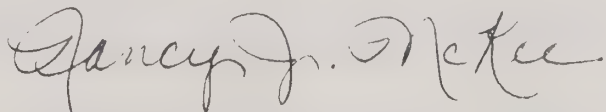
1. Analyze household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition (Section 65583(a)(2)). We suggest that your analysis discuss overpayment among households earning 80% or less of median income.

Mr. Robert Carlson  
Page Two

2. Analyze any special housing needs, such as those of the handicapped, elderly, large families, farmworkers, families with female heads of households, and families and persons in need of emergency shelter (Section 65586 (a)(6)). We suggest that you analyze the ability to pay vs. cost of housing for each special need group, and provide the absolute number of persons in each group.
3. Include a statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing (Section 65583(b)). Provide figures for the number of units to be rehabilitated and conserved during the five-year planning period.
4. Describe Fremont's effort to achieve public participation of all economic segments of the community in the development of the housing element (Section 65583).

We hope our comments will be helpful to the City and we wish you success in the implementation of your housing program. We appreciate Mr. Banda's time and effort during the course of our review. In accordance with their request, pursuant to the Public Information Act, we are forwarding copies of this letter to those persons and agencies identified below. If you have any questions regarding our comments please contact Jared Goldfine of our staff at (916) 324-6765.

Sincerely,



Nancy J. McKee, Chief  
Division of Research and  
Policy Development

NJM:JG:bt

cc: Leonard Banda, Associate Planner, City of Fremont  
Clifford Sweet, Attorney, Alameda County Legal Aid Society  
Ellyn Levinson, State Department of Justice  
Bob Katai, Office of Planning and Research  
Tom Bannon, California Building Industry Association  
Brad Inman, Bay Area Council  
Revan A. F. Tranter, Association of Bay Area Governments



## CITY RESPONSE TO STATE COMMENTS

The State letter makes four comments on the element. The following sections respond to those comments:

1. The letter from the State Housing and Community Development Department (hereafter referred to as HCD) suggests a discussion concerning low income households and overpayment of housing costs relative to monthly income. Low income is defined as 80% of regional median income (\$16,485).

Response: Table 6 on page 18 of the draft Housing Element lists housing cost data taken from the 1980 Census. The text discusses overpayment generally but does not specify low income households.

Using the same assumptions outlined in the text preceding the table, it is estimated that there were 3,350 low income owner-occupied households in 1980. Of those low income households, about 1,760 paid 30% or more of their monthly income for housing. Those overpaying households constituted about 53% of the total low income households and 7% of the total owner-occupied households for all income levels.

For low income rental households, approximately 4,860 out of 7,650 low income households were estimated to have paid 30% or more of their income for housing. The overpaying households constitute 63% of the low income renter households and 34% of total rental households in 1980.

2. HCD suggests the City analyze the ability to pay versus cost of housing for each special need group, including an absolute number for each group.

Response: Data related to housing costs and income come from the 1980 Census. Census information does not include housing cost data by special needs group. The draft element's section on special needs (pages 9-11) points out the lack of data for estimating the population of certain groups such as the homeless and disabled. To make any estimate on housing costs for these special groups without better data would not be meaningful.

The major City activity affecting the special needs groups is the Community Development Block Grant (CDBG) program. In practice, that program establishes goals for specific target groups for individual projects, e.g., one of this year's goal is to develop 50-80 senior housing units and 24-36 disabled housing units.

3. Provide figures for the number of units to be rehabilitated and conserved during the five year planning period.

Response: Under the objectives and action for encouraging housing and neighborhood stability (pages 41-42), the provision of 150 rehabilitation loans through the CDBG program is listed as a five year goal. Neighborhood conservation through such efforts as street repair and construction is not quantified. As stressed repeatedly in the element, loss of the CDBG program will effectively end many of the City's efforts in low income housing construction and rehabilitation.

4. Describe Fremont's efforts to achieve public participation in the preparation of the element.

Response: Copies of the draft element were made available to the Human Relations Commission, Senior Citizen Commission, Community Development Block Grant Advisory Committee, United Way, Community Resources for Independent Living, the 1981 Ad Hoc Citizens' Advisory Committee on the Housing Element, and the general public (at City Hall and main libraries). Newspaper notices of the public hearings before the Planning Commission and City Council were published in the local daily paper, the Argus. A front page story on the draft element was published in the San Jose Mercury News on March 6, 1985.

PLN-0001d



APPENDIX C

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DEVELOPMENT DEPARTMENT COMMENTS AND CITY RESPONSE





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